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ABSTRACT

New fiscal and administrative patterns are being considered or implemented in many States to provide quality education, accessible to all, at costs the public can accept and support. This paper is concerned with the structure of delivery systems whereby services are provided to pupils. Specifically it deals with the re-emergence of the intermediate educational unit as a viable alternative system for the provision of cooperative services to local school districts. Wisconsin's cooperative educational service agencies (CESAs) are described structurally and functionally from a general perspective. In addition, the cooperative services provided for educationally disadvantaged and handicapped children are examined in greater detail. Case studies of ESEA Title I and special education cooperative programs in two CESAs are also included as examples of the potential of regional agencies regarding the provision of differential services to children with special educational needs. (Author/WM)

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REGIONAL PROGRAMMING FOR DIFFERENTIAL NEEDS: DISADVANTAGED AND SPECIAL EDUCATION PROGRAMS IN WISCONSIN'S COOPERATIVE EDUCATIONAL SERVICE AGENCIES

REPORT OF A SPECIAL STUDY

PREPARED FOR THE

SCHOOL FINANCE TASK FORCE

U.S. OFFICE OF EDUCATION

AUGUST 1973

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In addition, this project could not have been completed without the cooperation and participation of Henry Anderson, Coordinator, CESA 6; Dwayne Schmaltz, Coordinator, CESA 13; Gordon Clay, ESEA 1 Director, CESA 6; Perry Smith, Special Education Director, CESA 6, and Linda Wulff, CESA 13. Their cooperative, positive attitudes exemplify the voluntary services concept which is the heart of the CESA structure.

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PREFACE

Demands for accountability, economy, and equality of educational opportunities which are being expressed at local, state, and federal levels have caused the public, legislators, elected officials, and educators to re-examine the traditional financial and governance characteristics of the public school system throughout the United States. New fiscal and administrative patterns are being considered or implemented in many states to provide quality education, accessible to all, at a cost the public can accept and support. Changes in taxation practices, aid distribution formulas, and the structure of the delivery systems by which services are provided to pupils are examples of the magnitude and diversity of this movement on a national scale.

This paper is concerned with the latter of these three areas. Specifically it deals with the re-emergence of the intermediate educational unit as a viable alternative system for the provision of cooperative services to local school districts. Wisconsin's cooperative educational service agencies (CESAs) are described structurally and functionally from a general perspective. In addition, the cooperative services provided for educationally disadvantaged and handicapped children are examined in greater detail. Case studies of ESEA I and special education cooperative programs in two CESAs are also included as examples of the potential of regional agencies regarding the provision of differential services to children with special educational needs.

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Section 1: Characteristics of Wisconsin's School District Structure

Article X, Section 3 of the Wisconsin constitution of 1848 states that the Legislature "shall provide by law for the establishment of district schools which shall be as nearly uniform as practicable." The provision recognized the organizational pattern of local schools that had developed during the territorial period and assured that this structural pattern would continue under constitutional protection during the ensu

In 1948 a total of 1429 elementary and one (1) high school district existed in the state, but by 1900, as rural settlement and lumber town development continued at a rapid pace, there were 6320 elementary districts, of which 6185 were rural one room schools. In the same year, 209 high school districts existed. The maximum number of 7,777 districts was reached during the 1937-38 school year, and only 262 of the 7089 elementary districts at that time had three (3) teachers or more. The total K-12 enrollment in 1937-38 was 540,413; the district average was 69.5 pupils. Enrollment in grades 9-12 totaled 152,104 in 426 high school districts, for a district mean of 357 students. High school graduates totaled 28,429, for an average district class size of 66.7 seniors.

Effective January 1, 1948 county school committees were organized to plan and implement the consolidation of small rural districts, and the 6045 districts that existed that year were reduced to 3568 by the 1957-58 school year. The 1959 Wisconsin legislature mandated all

areas of the state to be part of a high school district by July 1, 1962 and by the 1962-63 school year only 826 districts existed, of which 429 were elementary and 397 were high school districts. The 429 elementary districts operated K-8 or 1-8 programs under the umbrella of 60 union free high schools which operated only grades 9-12.

Consolidation continued at a less rapid pace during the 1960's and early 1970's and by March 1, 1973, 436 districts existed, including 12 union high schools with 54 affiliated elementary districts, and 370 districts operating K/1-12 programs. A bill introduced in the 1973 legislature would require all districts to be K/1-12 by July 1, 1975, resulting in the elimination of all elementary districts and reducing the total to not more than 382 districts by that date.

As Table 1 shows, from 1937-38 to 1972-73 all of the one and two teacher rural districts and 99% of all elementary districts were eliminated, while the number of high school districts was reduced by 10.8% to 382, including the reduction of union high school districts from 82 to 12. It is evident from the events of the past five years that reorganization has slowed significantly and that legislative action is needed to consolidate the remaining elementary districts. If this is achieved the number of districts is expected to stabilize at approximately 380, with any further reduction requiring the merger of K/1-12 districts. It has been estimated that approximately 300 districts would be a more desirable number for the state but political considerations appear to preclude this development in the foreseeable future.

TABLE 1

WISCONSIN'S CHANGING SCHOOL DISTRICTS

CHANGES IN TYPES AND NUMBERS
1848 to 1972

	ELEMENTARY DISTRICTS					DISTRICTS OPERATING HIGH SCHOOLS			
ool Year	Non-Operating Districts	One-Room Rural	Two Teacher	Three Or More Teachers	Total Elementary Districts	Grades K-or 1-12	Union High School	Total	Total School Districts
1848	NA	NA	NA	NA	1,429	NA	NA	1	1,430
1900	NA	6,185	NA	NA	6,320	NA	NA	209	6,529
922-23	202	6,475	396	259	7,332	333	74	407	7,739
932-33	380	6,257	447	259	7,343	376	52	428	7,771
937-38*	**472**	**6,085**	**436**	**262**	**7,351**	**344**	**82**	**426**	**7,777***
943-44	870	5,063	412	247	6,592	NA	NA	442	7,034
947-48[a]	1,074	3,845	360	339	5,618	346	81	427	6,045[a]
950-51	969	3,368	375	298	5,010	357	78	435	5,445
951-52	969	3,414	368	279	5,030	364	69	433	5,463
952-53	534	3,243	360	338	4,475	364	70	434	4,909
953-54	534	3.132	343	463	4,472	358	75	433	4,905
954-55[b]	390	3.061	343	383	4,177	353	71	424	4,601[b]
955-56	45	2,905	349	154	3,453	342	79	421	3,874
956-57	36	2,667	333	407	3,443	354	79	433	3,876
957-58	29	2,380	339	404	3,152	336	80	416	3,568
958-59	26	2,012	330	438	2,806	339	80	419	3,225
959-60	30	1,691	317	447	2,485	334	85	419	2,904
960-61	15	1,286	235	408	1,964	333	74	407	2,371
61-62	20	912	174	336	1,442	332	70	402	1,844
62-63[c]	5	174	64	186	429	337	60	397	826[c]
63-64	5	124	59	175	363	344	50	394	757
64-65	6	98	38	157	299	352	44	396	695
65-66[d]	2	61	29	131	223	355	38	393	616[d]
66-67	3	31	19	104	157	366	29	395	552
67-68	3	7	13	93	116	371	23	394	510
68-69	2	2	3	76	83	372	17	389	472
69-70	2	2	1	70	75	369	15	384	459
70-71	1	0	1	69	71	369	15	384	455
71-72	0	0	0	67	67	367	15	382	449
72-73	0	0	0	60	60	369	13	382	442
rease 7*-72	-472	-6,085	-436	-202	-7,291	+25	-68	-46	-7,335
cent nge	-100.0%	-100.0%	-100.0%	-77.1%	-99.2%	+7.3%	-82.9%	-10.8%	-94.3%

County School Committees established effective January 1, 1948.
1953 legislature abolished all non-operating school districts as of July 1, 1955.
959 legislature mandated all territory to be part of a high school district by July 1, 1962.
Agency School Committees established, effective January 1, 1966.
The 1937 38 school year had the highest total number of districts.
TE: From 1963-64 on district counts are as of July 1 of the school year indicated.
Dates of earlier counts may vary.

Map 1 shows the 382 districts operating high schools as of the 1972-73 school year. A total of 326,326 pupils were enrolled in grades 9-12 or an average of 854 high school pupils per district. The median high school district enrollment was 1172, including the grade 9-12 union high schools. A total of 995,223 students in all 436 districts were enrolled in grades K-12 for a mean district enrollment of 2283 pupils while the median K-12 district enrollment in the same year was 1025 pupils.

Table 2 shows the relationship between high school enrollment and the number of course offerings during the 1971-72 school year. Districts under 300 students in grades 9-12 comprised 35% of all districts and offered an average of 45 different courses. Over 81% of all high school students however were in districts with over 500 pupils in grades 9-12 during that year, with an average of 76 courses available. As the summary data indicate, districts with 300 or fewer 9-12 students offered a range of 12 to 56 course offerings, with a mean of 47. Districts between 300 and 750 offered from 39 to 89 courses, with a mean of 64. Districts over 750 pupils in grades 9-12 offered from 55 to 149 courses, with a mean of 101.

Additional information regarding course offerings, operating costs, and pupil/staff ratios for 1971-72 is shown in Table 3, District enrolling less than the state average of 845 high school pupils all had pupil/staff ratios below the state average of 17.2:1. These same districts offered fewer general and academic courses than the state average of 36, and fewer practical and vocational courses than the

MAP 1

WISCONSIN

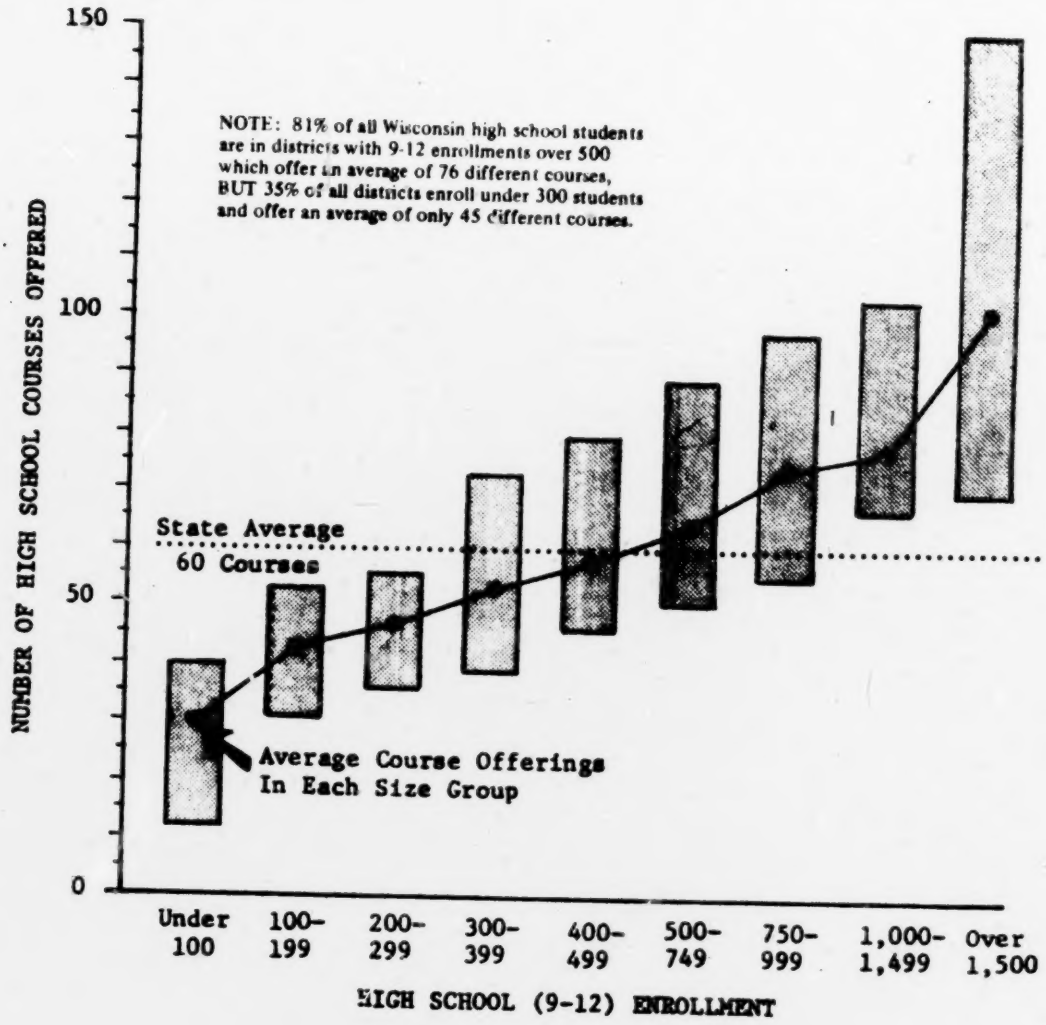
Districts Operating High Schools

1972-73 School Year

Source: WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

TABLE 2

RELATIONSHIP BETWEEN HIGH SCHOOL ENROLLMENTS AND THE NUMBER AND RANGE OF COURSE OFFERINGS
Wisconsin High Schools - 1971-72 School Year

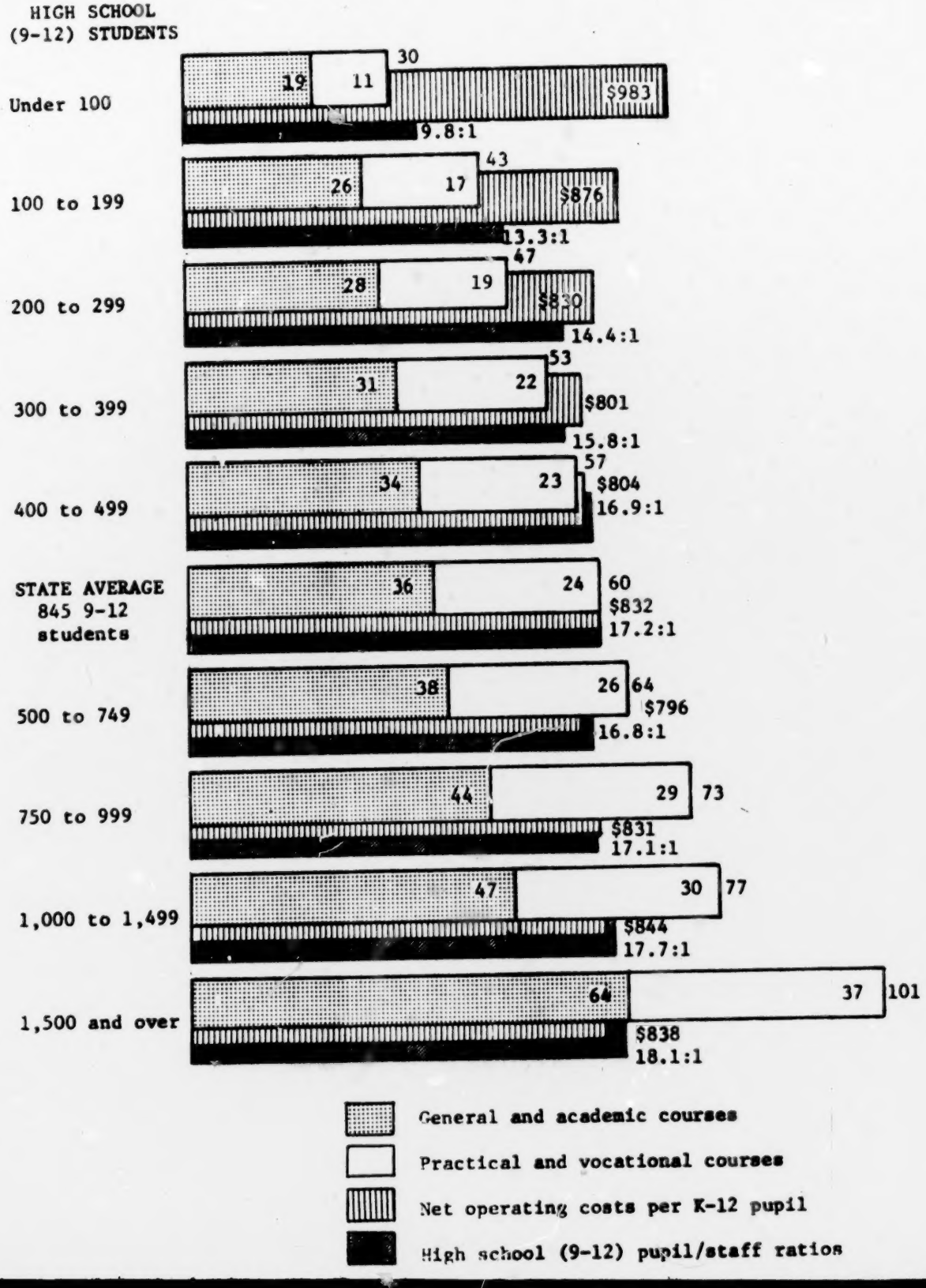


SUMMARY

HIGH SCHOOL ENROLLMENT RANGE	HIGH SCHOOL COURSE OFFERINGS		
	Lowest Number	Highest Number	Average Number
Under 100	12	40	30
100 to 199	31	53	43
200 to 299	36	56	47
300 to 399	39	73	53
400 to 499	46	49	57
500 to 749	51	89	64
750 to 999	55	97	73
1,000 to 1,499	67	103	77
1,500 and over	70	149	101

TABLE 3

RELATIONSHIPS BETWEEN WISCONSIN HIGH SCHOOL ENROLLMENTS, NUMBERS OF COURSES OFFERED, NET OPERATING COSTS PER K-12 PUPIL ADM and HIGH SCHOOL PUPIL/STAFF RATIOS -- 1971-72



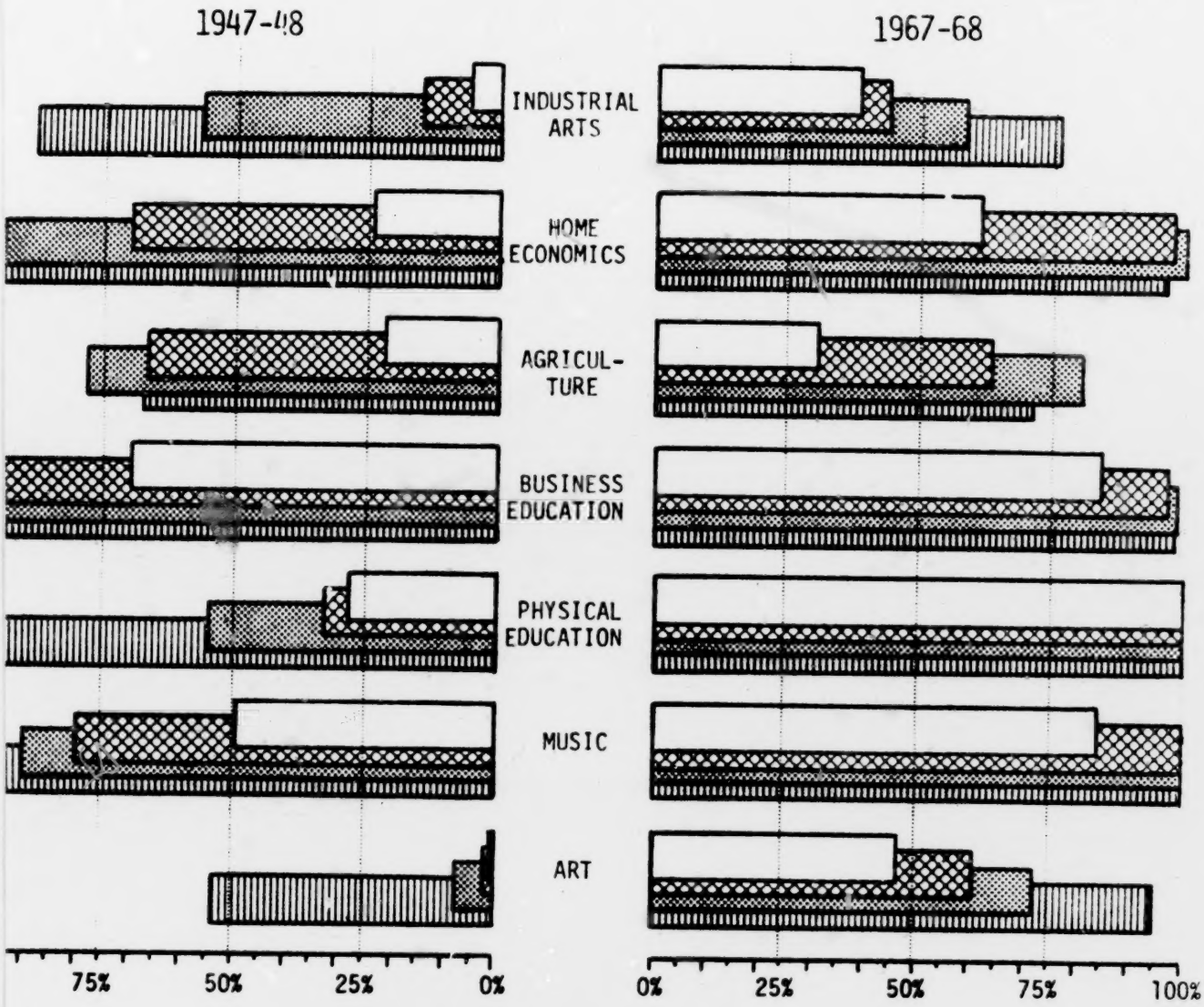
state average of 24. Districts over 500 high school enrollment had larger pupil/staff ratios, but offered more courses of all types than the smaller districts.

The data reveal a mixed cost picture. Districts with less than 200 high school pupils showed per pupil costs significantly above the 1971-72 state average of $832, but districts from 200 to 500 high school enrollment had per pupil costs below the average. Districts above the state mean of 845 high school students had costs below average only through the 999 enrollment category. Districts over 1000 9-12 enrollment were above the state average, but their per pupil costs were still considerably less than per pupil costs in districts with less than 200 high school students.

A twenty year comparison of special course offerings for districts of various high school enrollment sizes is shown in Table 4. Between 1947-48 and 1967-68 districts with less than 200 grades 9-12 students showed significant progress in adding art, home economics, music, physical education, and industrial art courses to their programs. Districts with over 200 high school students showed less dramatic rates of increase in all areas, but offered more courses of these types of 1947-48 and had strengthened and maintained their curricular superiority in all categories by 1967-68. Small districts in 1967-68 were particularly deficient in industrial art, agriculture, and art course offerings compared to the larger districts.

TABLE 4

HIGH SCHOOL SIZE AND SPECIAL COURSE OFFERINGS



A COMPARISON OF HIGH SCHOOLS
OFFERING COURSES IN SPECIAL AREAS
ACCORDING TO ENROLLMENTS
1947-48 AND 1967-68

HIGH SCHOOL ENROLLMENTS

- Under 100
- 100 - 199
- 200 - 299
- Over 300

Source:

Section 2: Evolution of the Intermediate Unit in Wisconsin

Since the years of territorial status, from 1836 to 1848, and for 125 years of statehood, Wisconsin has experienced a continuous history of a three echelon public school system. The first form of intermediate unit consisted of town supervisors, but this system was judged inadequate as early as 1848.[1] During that year of statehood restructuring, the town superintendency was created as an elective position endowed with a wide variety of powers over local districts. The lack of educational qualifications for the position, combined with excessive powers, political pressures, low remuneration, and the complexities of the task resulted in a plethora of problems and complaints,[2] and in 1861 the position was abolished in favor of the office of county superintendent of schools.[3] Elections for the two year terms were held in 1861, with 54 county superintendents selected to replace 743 town superintendents in January, 1862.[4]

For the following 103 years the county units remained basically unchanged in structure and function, although additional duties and responsibilities were added periodically and the qualifications for the office were raised. The annual and biennial reports of the State Superintendent of Public Instruction from 1852 through the 1920's

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[1]PUBLIC EDUCATION IN WISCONSIN, by C. E. Patzer, issued by John Callahan, State Superintendent, Madison, Wisconsin. 1924, p. 54.

[2]Ibid., p. 55.

[3]LAWS OF WISCONSIN, 1861. Chapter 179.

[4]Patzer, op. cit., p. 58.

contain many comments, recommendations, and proposals for the correction of obvious deficiencies in the county system. The office however was a political entity close to the people and the legislature systematically ignored the pleas of educators at the state level to reform a system which concentrated upon the supervision and regulation of small, rural elementary districts and in that sphere maintained the power and prestige of the office.

Legislation enacted in 1959 permitted jointures of county superintendencies and as the geographic base of the county offices was eroded by the growth of city school districts which were independent of the county offices by virtue of an 1863 law, and as the decrease in the number of small rural units continued, this approach was used with greater frequency. By 1965 at least sixteen jountures were in effect, involving over half of the 72 counties in the state. Also by 1965, almost 50% of the land area of the state was within city superintendency districts and therefore independent of the county units.

As concerned educators, legislators, and laymen observed the decline of the intermediate unit, new studies and proposals began to appear. In 1957 legislation was introduced in the Legislature which provided for a system of intermediate districts and superintendents that was viewed by many school administrators as a state-imposed educational superstructure. Although the proposal failed to become law, it did stimulate controversy and interest in the subject of the intermediate educational unit.

In the midst of uncertainty regarding the proper role of intermediate units and the problem of the obsolete county offices, a major study was initiated, at the request of the Wisconsin Association of County Superintendents, by the University of Wisconsin School of Education and the Wisconsin Department of Public Instruction, under the auspices of the Midwest Administration Center of the University of Chicago.[5]

The study noted that "Throughout the period since the establishment of the county superintendency, the function of that office has been supervision of elementary schools and reporting the condition o local schools to the State Department of Public Instruction. With the progress of school reorganization in Wisconsin, elementary school districts are becoming a part of larger community school sys ems. The total area of support of the county as an intermediate office is diminishing as is the supervisory work required of the office."[6] At the end of a lengthy study which investigated many important aspects of the existing units, as well as attitudes, opinions, and expectations regarding possible new intermediate unit structures and functions, the authors addressed one of the major hypotheses and the related findings by stating, "hypothesis 2: <u>The county school superintendency as now constituted is adequate to aid in providing an optimum educational program</u>. This hypothesis was rejected. The Wisconsin data, and the

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[5]THE COUNTY SUPERINTENDENCY IN WISCONSIN, by Russell T. Gregg and George E. Watson, The Midwest Administration Center, University of Chicago, Madison, Wisconsin, 1957.

[6]Ibid., p. 20.

literature relating to the county superintendency, clearly indicates the inadequacy of the present county school superintendency in Wisconsin."[7]

This conclusion was not unanticipated; and the evidence gathered in the course of the study was extremely valuable in helping formulate attitude toward change, and in providing information regarding the possible form the new intermediate units might take. The report continued by stating, "It is recommended that the State of Wisconsin be organized into satisfactory intermediate units of educational administration. All territory of the state including that of presently independent school districts should be included in some intermediate unit."[8] It was further recommended that the new units: (1) provide high quality leadership, services, liaison, and reporting functions, (2) have a minimum of 10,000 pupils, (3) be multi-county in structure, and a logical combination of school districts, (4) be under the direct control of a board of education elected at large by residents of the unit, (5) be fiscally independent with independent taxing power and the authority to determine its own budget, (6) should be oriented to the local districts in a helping capacity, and should also have responsibilities to the Department of Public Instruction.[9]

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[7] Ibid., p. 304.

[8] Ibid., p. 311.

[9] Ibid., pp. 312-313.

This comprehensive study, completed in 1957, stimulated the appointment of an interim legislative committee to review the report and to develop specific proposals for consideration by the legislature in its next session. The resultant bill contained features which concerned local educators and laymen, and sufficient support could not be generated for its passage. In 1959, the Wisconsin Association of School Boards completed a study in which the concept of an intermediate educational unit was reaffirmed, the inadequacy of the existing county offices was cited, and the belief was expressed that the legislation proposed by the legislative interim committee was unacceptable because of its mandatory features.[10] Another legislative committee was appointed in 1960 to again study the county superintendency; however, the only specific recommendation made was for more evaluation and study.

In 1961 Angus Rothwell, newly elected State Superintendent of Public Instruction, appointed a statewide committee to make recommendations regarding the county units which could be submitted to the 1963 session of the legislature. A year of study and deliberation resulted in recommendations being placed before the legislature for its consideration. The resultant legislation passed on June 12, 1964 embraced the concept of creating intermediate service units "as a convenience for local districts in cooperatively providing special educational services."[11] The guidelines and criteria adopted by the

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[10]"Wisconsin's New District Educational Service Agencies", by John R. Belton in JOURNAL IN STATE SCHOOL SYSTEMS DEVELOPMENT, Winter 1968, Vol. 1, No. 4, pp. 212-213.

[11]LAWS OF WISCONSIN 1963, Chapter 565.

state committee included the following: (1) each agency would follow the boundary lines of local school districts without regard to municipal boundaries, and each would consist of contiguous school districts to form an area as compact as possible, (2) each agency, to the extent possible, would have a maximum radius of 60 miles, and minimum enrollment of 25,000 pupils; in no instance, however, was the geographic size or pupil enrollment to inhibit the optimum involvement of each local school district, (4) each agency was to be a cohesive unit made up of local districts having a high degree of common orientation, compatibility, and interests, and (5) the area of each agency should include at least one state supported degree granting institution of higher learning and/or extension center and an approved associate degree granting school of vocational, technical, and adult education.[12]

Following almost ten years of active study and concern, the legislature, in 1964, created Cooperative Educational Service Agencies (CESAs) as the new intermediate education unit. The same legislation created a state co-operative educational service committee composed of 18 persons representing the legislature, the Department of Public Instruction, the University of Wisconsin, citizens at large, and various education and municipal groups in the state. The task of the "Committee of 18", as the group was known, was to establish criteria for the creation of not more than twenty-five service areas, to develop and publish a plan for the agencies'

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[12]Belton, op. cit., p. 214.

composition by December 1, 1964, and to hold public hearings regarding the agency boundaries. On July 1, 1965, following the completion of these stated tasks by the Committee, nineteen Cooperative Educational Service Agencies officially became Wisconsin's new intermediate education units, bringing to a close the 103 year history of the county superintendencies.

Section 3: Purpose, Legal Status, and Governance of the CESAs

The purpose of the CESAs is clearly stated in Chapter 116, Subchapter I, Sec.01 of Wisconsin statutes as follows: "The cooperative educational service agencies created under subchapter II of chapter 39, 1963 stats., are designed to serve educational needs in all areas of Wisconsin and as a convenience for school districts in co-operatively providing to teachers, students, school boards, administrators and others, special educational services,.... inservice programs and liaison between the state and local school districts." (underlining added)

The CESA's operate within the voluntary services concept and districts are not obligated to participate in any agency-offered services. It is stated in Chapter 116, Sub. I, sec. 08(3) that "No school district shall ever lose any state aid because of refusal of the school district to subscribe to any services provided by an agency." (underlining added)

CESA's may incur short term loans only upoto the amount of 50% of the agency's receipts for the prior fiscal year. No authority exists to levy a tax nor to own real property, but such property may be rented or leased. Basic administrative support for the agencies is provided by annual state aids which were increased during 1972 to a maximum of $34,000 per agency from the $29,000 figure established in 1965. If administrative costs are below $34,000, only the actual cost is paid by the state.

A Board of Control, not to exceed eleven members, is the governing body of each agency. The Board is elected by school boards representatives of the districts from among their own group, assembled in a delegate convention on the second Monday in August each year. This body determines the policies of the agency, receives state aids, approves service contracts with local districts, determines prorated shares of the cost of cooperative programs and assesses those costs against the participating districts, appoints an agency coordinator, and performs other functions related to agency activities.[13] In all CESA's the Board of Control meets on a monthly basis, with additional meetings scheduled as needed by mutual agreement of the Coordinator and the Board.

The agency Coordinator is appointed by the Board of Control for a term not to exceed three years and must possess qualifications at least equal to the highest level of certification required for local school district administrators. He is responsible for coordinating agency services, securing the participation of the individual districts, county boards, and other CESA's and implementing the policies of the Board of Control. During 1972-73, Coordinator's salaries ranged from $17,000 to $21,000, with a mean of $19,123. The agency Coordinator and Board of Control are advised on matters related to agency activities and local district needs by a Professional Advisory

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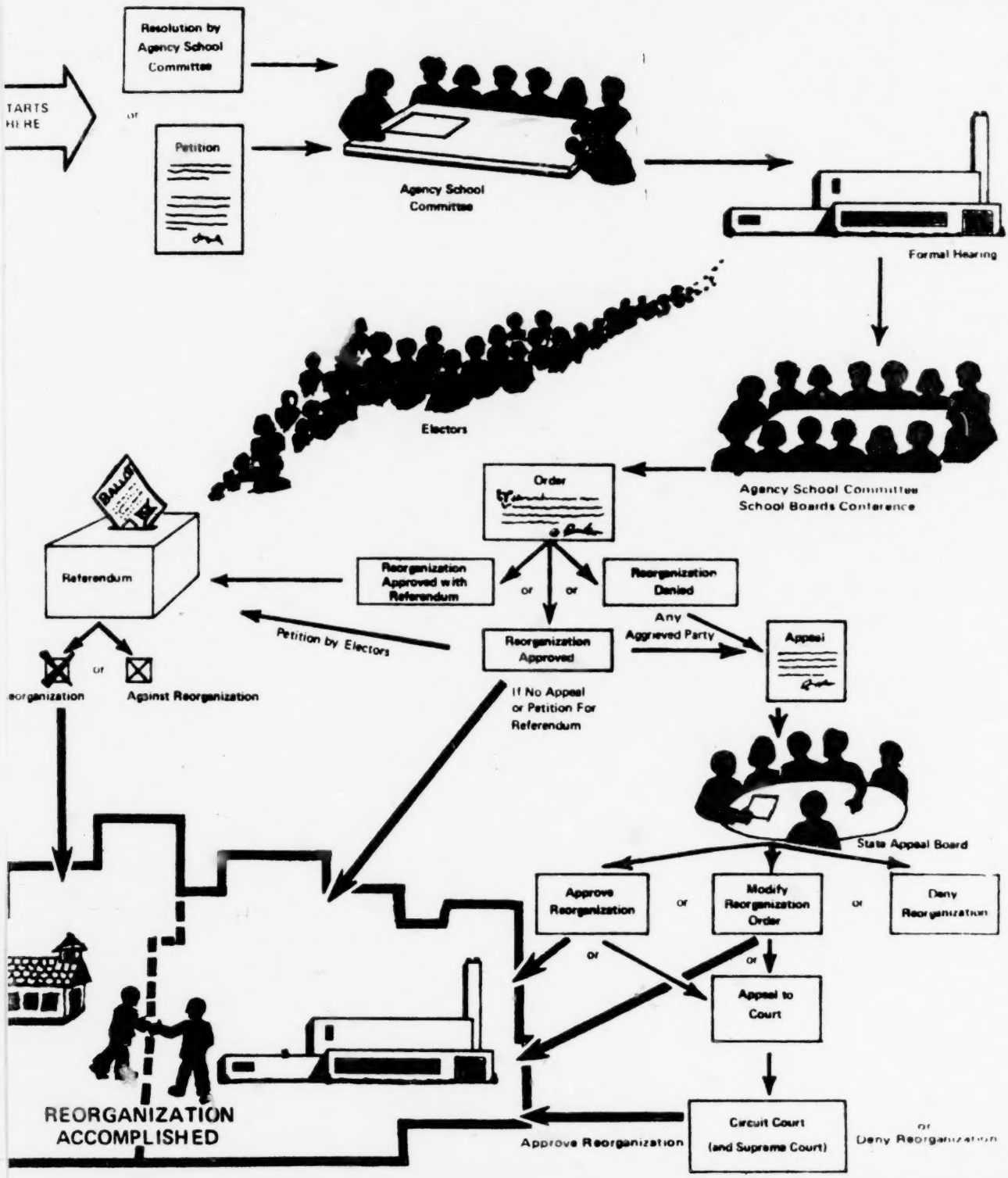
[13] LAWS OF WISCONSIN 1965, Chapter 39, sec. 39.56.

Committee composed of the district administrators of all districts in the CESA. The Advisory Committee meets on a monthly schedule in all agencies, with additional meetings held at the request of the Coordinator or the Board of Control as circumstances may require. The advice provided by the Advisory Committee is usually effective in influencing the subsequent policies and decisions of the Board of Control.

In addition to the service function of the CESAs, they have also been given, as of January 1, 1966, the responsibility for school district reorganization. To assist in this work, each Board of Control appoints an Agency School Committee of seven knowledgeable laymen residing within the CESA, who are not members nor employees of a local school board or of the agency. The committee's function is to study and evaluate the existing school district structure and formulate plans for improved district organization which will equalize and improve educational opportunities within the agency. Members the committee receive $10 per meeting and necessary expenses which are paid by the state, except in agencies which contain any part of a county having a population of 500,000 or more. In such agencies the costs are charged back to the cities, villages, and towns on an equitable basis based on equalized valuation of these units. Agency school committee expenditures were $59,476 in 1966-67 and had increased to $82,145 by 1971-72. Chart 1 shows the process of reorganization through the CESA committees.

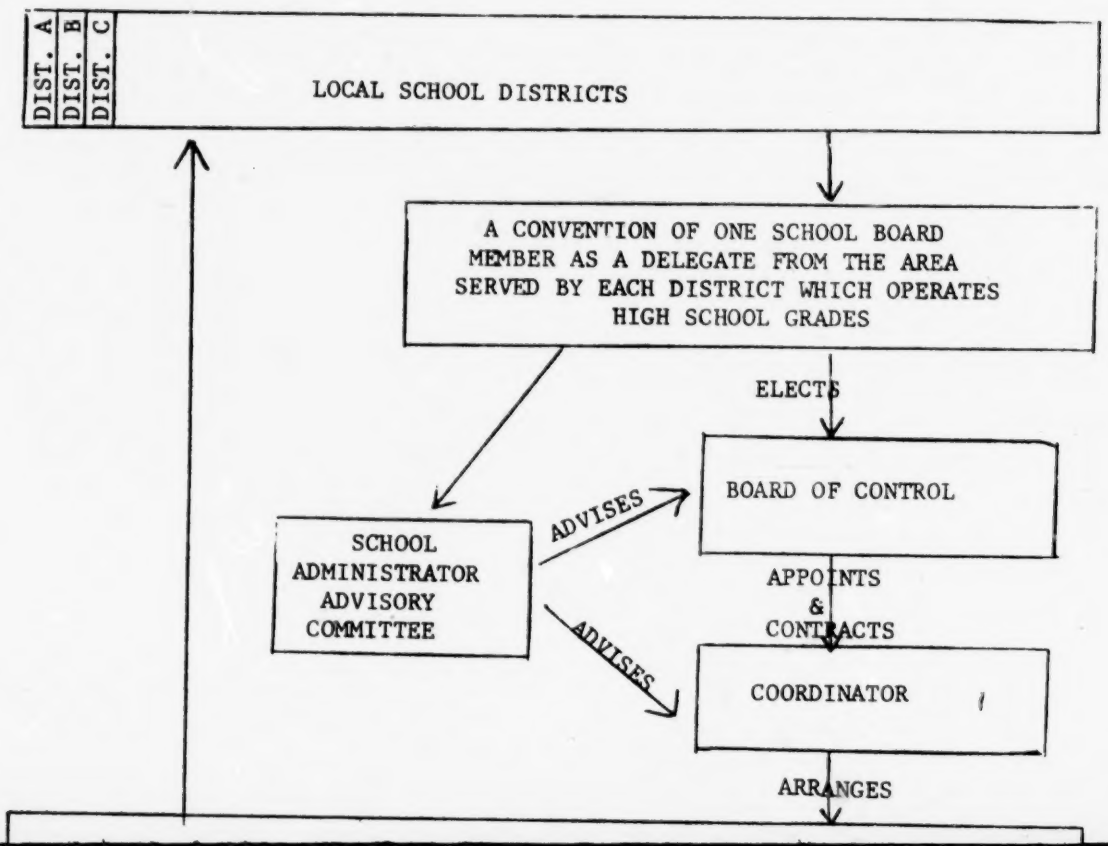
CHART 1

SCHOOL DISTRICT REORGANIZATION
through Agency School Committee Action



Some dissatisfaction has been expressed about the district reorganization function being structurally related to the voluntary services to local districts function. Small districts which may have the greatest need and motivation to purchase services from the CESA to improve their educational programs may find they are the districts which are being recommended for consolidation with adjacent districts by the agency school committee. The coordinator in particular may find he has a conflicting dual role for he serves as the secretary of the reorganization arm of the CESA as well as the promoter of shared, cooperative services to small districts with program deficiencies.

The structure of the CESAs, as described in the previous pages, is illustrated below.



Section 4: General Characteristics of the CESAs

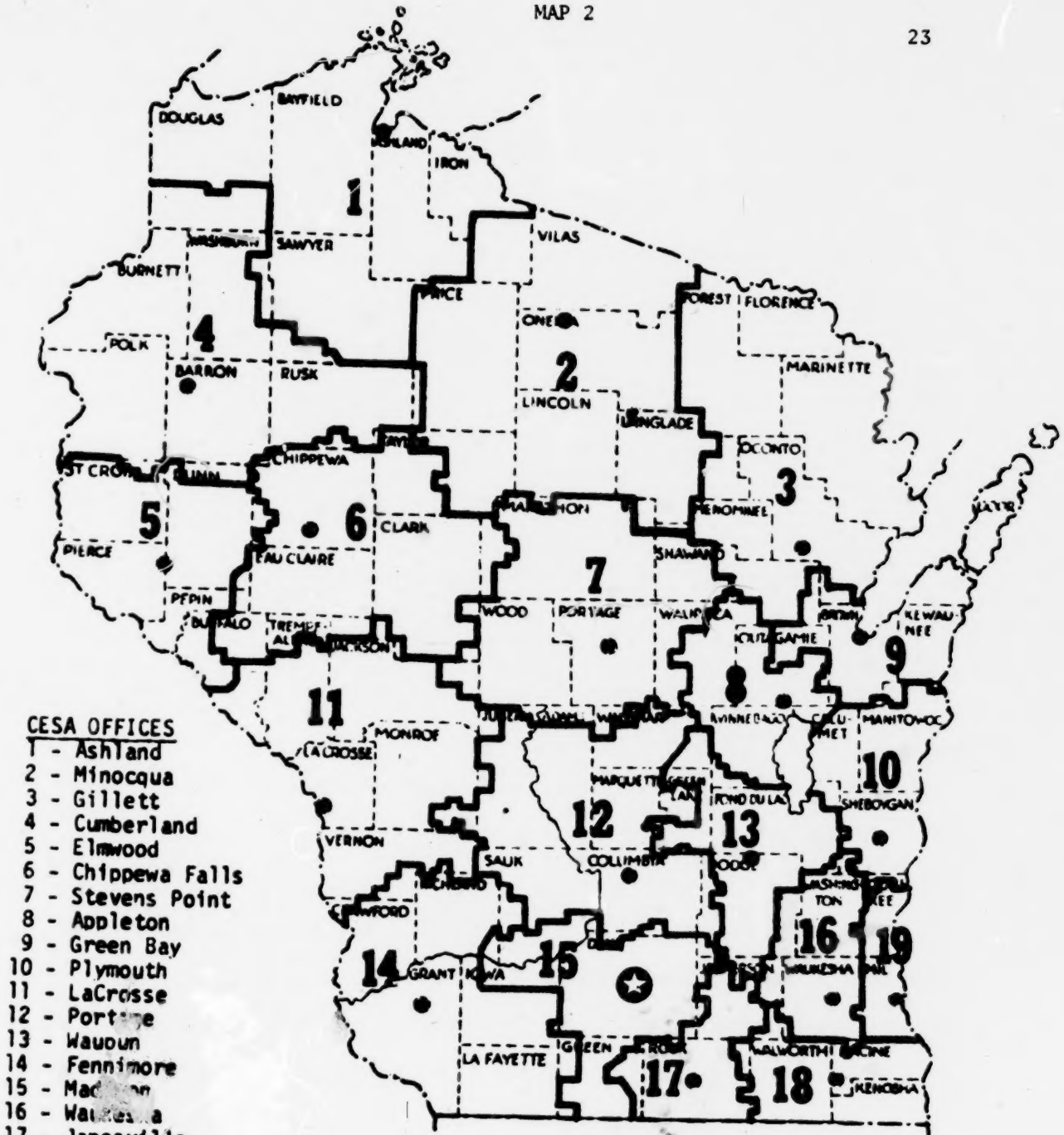
As Map 2 indicates, there are nineteen CESAs in Wisconsin, with a concentration of agencies of smaller physical size and larger enrollment size located in the southeastern portion of the state from Green Bay (CESA 9) to Madison (CESA 15) to Milwaukee (CESA 19). The physical area, public K-12 enrollment, and number of districts within CESAs, as of October 1972, are shown in Table 5, as well as CESA equalized valuations as of 1971.

TABLE 5

CESA CHARACTERISTICS 1971-72

CESA	Area (Sq. Miles)	K-12 Enrollment	No. of Districts	Equalized Valuation
1	5020	19675	15	$534935300
2	6069	26936	25	1034502500
3	4621	23035	20	747768500
4	4712	26329	26	746813200
52	2159	24905	20	684140500
6	3656	38304	25	1118190000
7	4059	53452	24	1810437800
8	1320	59466	16	2334962200
9	1407	49989	17	1880414200
10	1299	42397	20	1737952900
11	3381	37581	24	1134542100
12	3376	29128	23	1042168100
13	1679	35873	17	1444222400
14	3390	29629	31	920898500
15	1815	71587	23	3234967900
16	1306	82825	34	2985906200
17	1059	43092	14	1453488000
18	1184	84020	44*	3030339500
19	633	217000	23	9413176400
Totals	52,145	995,223	441	$37,289,826,200

*Includes 29 K-8 or 1-8 districts



CESA OFFICES

1 - Ashland
2 - Minocqua
3 - Gillett
4 - Cumberland
5 - Elmwood
6 - Chippewa Falls
7 - Stevens Point
8 - Appleton
9 - Green Bay
10 - Plymouth
11 - LaCrosse
12 - Portage
13 - Waupun
14 - Fennimore
15 - Madison
16 - Waukesha
17 - Janesville
18 - Burlington
19 - Milwaukee

Wisconsin

COOPERATIVE EDUCATIONAL SERVICE AGENCIES

As these data indicate, considerable disparities exist among the agencies in physical size, pupil enrollment, number of districts, and equalized property valuation. Because of distance considerations however the decision was made to tolerate these variations in exchange for the advantage of having regional units sufficiently accessible to all local districts to facilitate the sharing of services on an intensive basis. It should be noted that the 441 districts which existed on October 1, 1972 is a decrease of 131 districts, or 23%, from the statewide total of 572 districts during 1965-66, the first year of CESA operation.

Just as the enrollment of the CESAs varies by as much as an 11:1 ratio (CESA 19 compared with CESA 1), there is a similar variation in the total population of children and youth between the ages of birth and twenty (20) years of age. Table 6 shows the 1972 state population of 1,655,082 persons under twenty years of age as distributed among the CESAs. CESA 19, the most populous agency, holds a 12.6:1 ratio over CESA 1, the least populated agency, for the under twenty age group. The CESA mean of 87,109 children and youths is so skewed by Milwaukee, in CESA 19, that only four (4) other agencies exceed that figure. Excluding CESA 19 the CESA mean is 71,465, which is then exceeded by only five agencies and indicates the uneven distribution of the state population even when the most heavily populated agency is excluded.

Financial characteristics of the CESAs are shown in Tables 7 and 8. Table 7 shows property valuations per resident pupil for the

TABLE 6

1972 SCHOOL CENSUS by COOPERATIVE EDUCATIONAL SERVICE AGENCY

373

CESA	AGE																				Total All Ages
	-1	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	
1	638	1151	1210	1267	1194	1335	1382	1420	1397	1590	1614	1762	1762	1686	1789	1768	1638	1706	1593	1305	29205
2	1136	1265	1392	1541	1585	1826	1943	2135	2195	2333	2463	2529	2539	2486	2431	2482	2334	2313	2054	1784	40766
3	1026	1130	1296	1323	1368	1532	1629	1877	1942	2011	2066	2095	2059	2158	2104	2063	1960	2096	1870	1725	35330
4	1119	1422	1370	1401	1451	1483	1720	1771	1984	2097	2257	2212	2260	2257	2203	2339	2227	2211	2079	1892	37755
5	1089	1377	1570	1583	1564	1715	1744	1942	2104	2154	2212	2396	2265	2186	2067	2251	1969	2069	1844	1613	37714
6	2259	2620	2791	2797	2804	2769	3089	3215	3406	3502	3443	3778	3606	3629	3563	3489	3499	3443	3190	2843	63735
7	3409	3922	3562	3808	3836	4093	4492	4617	4924	5020	5227	5308	5131	4970	4975	5023	4960	4758	4411	4071	90519
8	2964	3828	4252	4145	4511	4833	5104	5390	5753	5961	6129	6288	6160	5986	5919	5946	5490	5621	5301	4848	104429
9	2207	3176	3722	3661	3671	4247	4502	4683	4804	4970	4887	5188	5040	4962	4881	4734	4638	4510	4269	3816	86560
10	2615	3184	3283	3343	3500	3687	3978	4155	4230	4375	4456	4535	4451	4420	4485	4355	4284	4195	4038	3761	79330
11	2007	2391	2517	2717	2647	2786	2981	3195	3246	3450	3585	3668	3628	3738	3632	3665	3556	3536	3340	3048	63325
12	987	1309	1428	1495	1754	1877	2179	2172	2332	2497	2598	2669	2711	2605	2638	2715	2596	2488	2420	2204	43674
13	1909	2567	2749	2769	2881	3018	3119	3269	3392	3566	3541	3713	3644	3706	3625	3650	3547	3447	3297	2994	64403
14	1376	1750	1793	1839	1833	2046	2206	2426	2451	2620	2798	2829	2733	2783	2842	2784	2664	2678	2458	2150	47081
15	3256	4477	4901	4852	4797	5290	5564	5918	6202	6255	6499	6528	6399	6364	6364	6329	5819	5834	4957	3207	109812
16	3239	4362	5014	5094	5452	5866	6307	6898	7409	7470	7743	7916	7763	7778	7479	7138	6688	6501	5852	5045	127014
17	2668	2845	3286	3291	3351	3196	3345	3617	3947	3915	4034	4110	3978	3958	3889	3957	3648	3568	3328	2966	70897
18	3045	5303	6035	6462	6716	7316	7597	8372	8804	9188	9184	9530	9498	9164	9041	8850	8429	8218	7469	6607	154828
19	9442	13178	15387	15764	16467	17464	18409	18891	19835	20075	21160	21785	21680	21572	21421	21317	20255	19938	18392	16273	368705
State Total	46391	60257	67558	69152	71382	76379	81290	85963	90357	93049	95896	98831	97307	96400	95348	94855	90223	89130	82162	72152	1655082

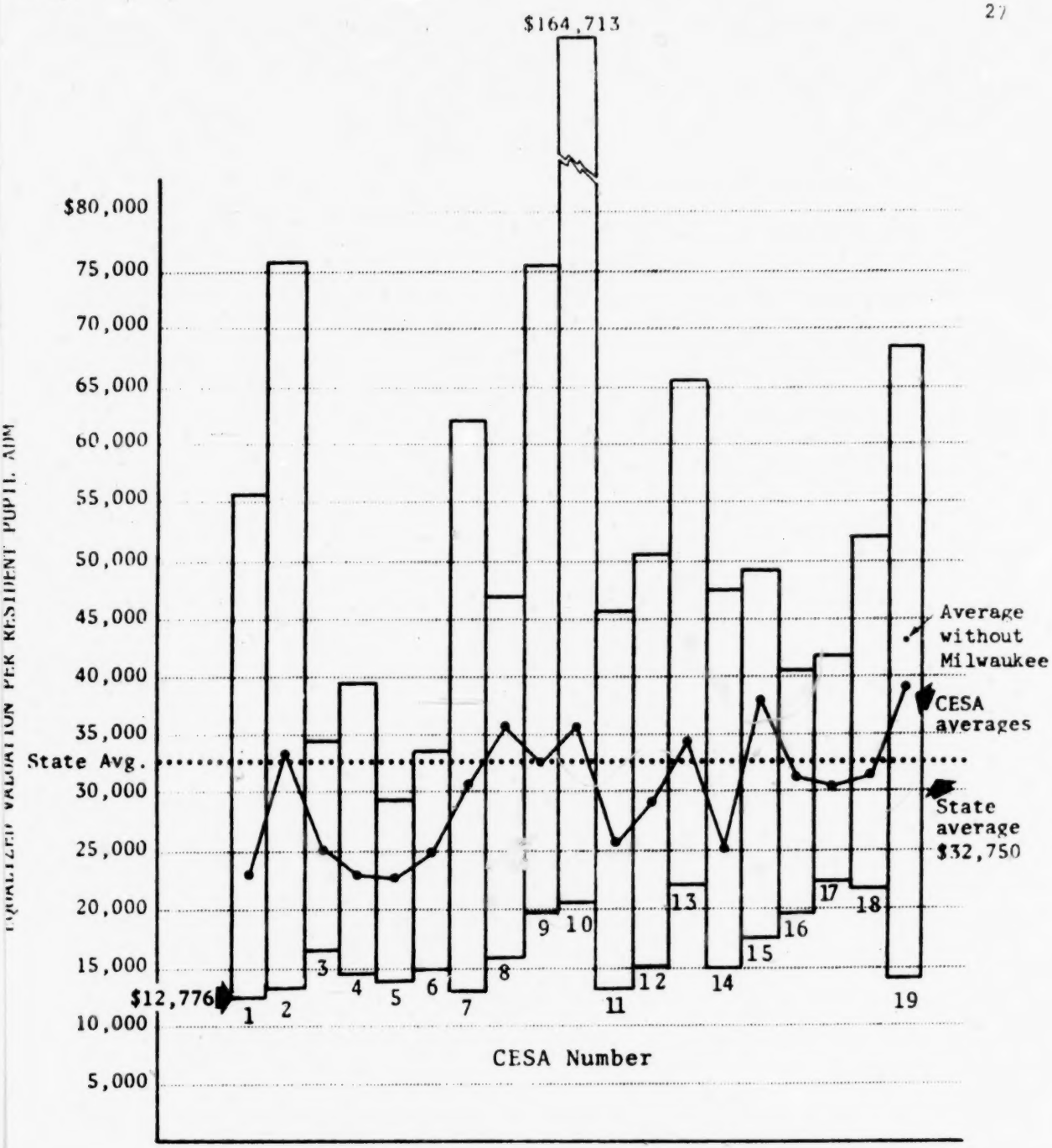
Source:
WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

1970-71 school year. Twelve (12) of the CESAs had an average per pupil valuation below the state average of $32,750, while seven agencies were above that figure. CESA 1 had the poorest district in the state, by this measure, with a per pupil valuation of $12,776, while CESA 10 had one district (Kohler) with a per pupil valuation of $164,713, or a ratio of 12.9:1 for the two extremes of district wealth in the state.

Table 8 shows variations in net operating costs per K-12 pupil for the 1970-71 school year for the nineteen CESAs. The state average of $753 was exceeded or met in six (6) CESAs and was not met in the other thirteen. The lowest per pupil cost in any agency was found in CESA 9 where $551 was expended by one district. The highest expenditure per child was $1445 in one district (Kohler) in CESA 10, resulting in a ratio of 2.6:1 for the two extreme situations.

The course offering, property valuation, and per pupil expenditure data indicate that the constitutional mandate that districts be "as nearly uniform as practicable" has not yet been realized in Wisconsin.

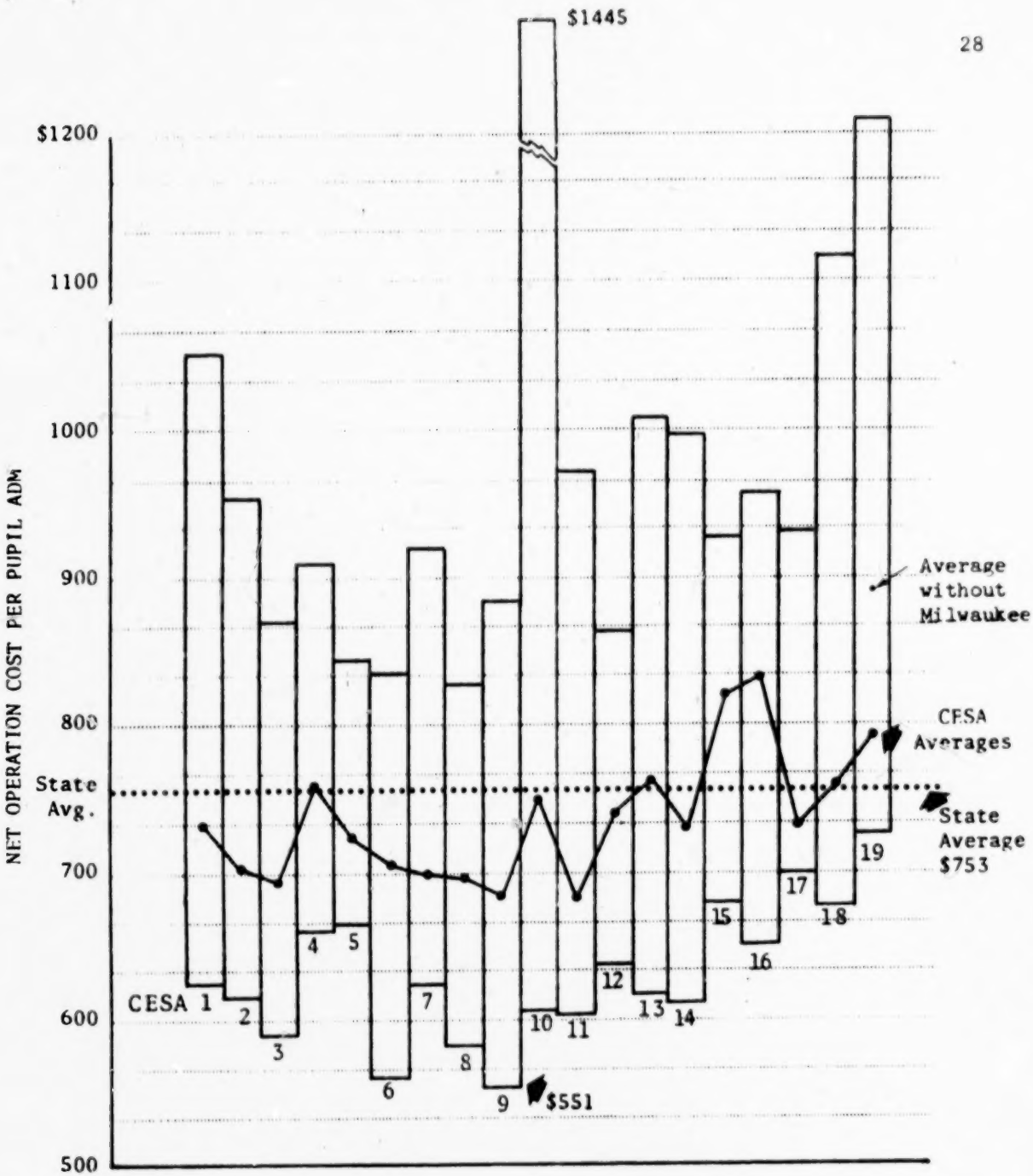
This conclusion is also supported by Table 9 which shows the range of school tax rates in 1971-72 in different types of school districts. While the average district rate was 20.37 mils, the range of tax rates was from 9.0 mils to 33.9 mils.



7: DIFFERENCES IN SCHOOL DISTRICT ABILITY TO SUPPORT EDUCATION WITHIN COOPERATIVE EDUCATIONAL SERVICES AGENCIES AS INDICATED BY VALUATIONS PER RESIDENT PUPIL ADM WISCONSIN SCHOOL DISTRICTS - 1970-71 SCHOOL YEAR

(Based on 1970-71 K-12 resident ADMs and 1969 district equalized valuations)

Source:

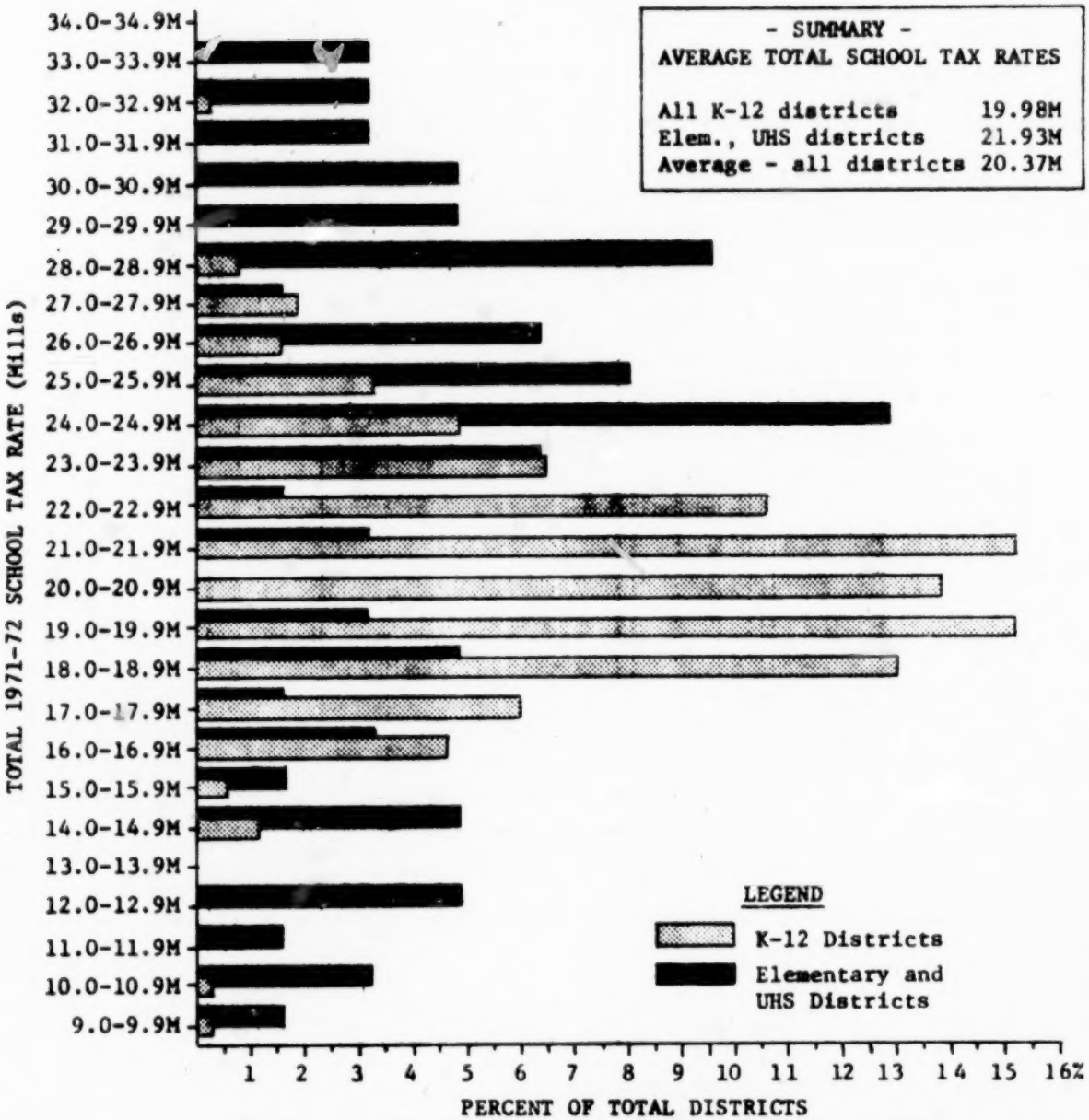


LE 8: VARIATIONS IN SCHOOL DISTRICT EFFORTS TO SUPPORT EDUCATION WITHIN WISCONSIN COOPERATIVE EDUCATIONAL SERVICE AGENCIES AS INDICATED BY NET OPERATING COSTS PER K-12 PUPIL ADM 1970-71 School Year

Source:
WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

TABLE 9

RANGE OF TOTAL 1971-72 SCHOOL TAX RATES
in different types of
WISCONSIN SCHOOL DISTRICTS



TYPE DISTRICT	PERCENT OF DISTRICTS WITH TOTAL 1971-72 SCHOOL TAX RATES:		
	Under 15M	15 - 25M	Over 25M
K-12 Districts	1.7%	90.4%	7.9%
Elementary and			

Section 5: Descriptive Overview of CESA Services

The CESAs were created to provide voluntary, cooperative services and any description of their value to public education in Wisconsin must be definition focus upon the amounts and kinds of services provided. Table 10 provides a six year overview of the degree of participation by local districts and the total number of shared personnel employed each year.

TABLE 10

CESA SHARED SERVICES PARTICIPATION AND PERSONNEL
1966-1972

	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
Shared Personnel	237	366	385	465	503	447
Participating Districts	412	418	409	412	449	435
Total School Districts	513	490	465	456	454	444
% of Participating Dist.	80.3	85.3	88.0	90.4	98.8	98.0

Translated into dollar value, and analyzed by source of funding and the relationship of funds generated to state administrative aid, the service record shown in Table 11 has been compiled for the 1966-67 through 1971-72 period. In summary, it can be seen that during this six year period, the number of districts participating in CESA services increased from 80% to 98% of the state total while the total number of districts, and specifically the number of small districts, declined substantially. Total CESA services rose during the same period from $2,707,223 to $12,125,741, almost a 450% growth rate from the base year of 1966-67.

TABLE 11

COMPARISON OF SERVICES GENERATED AND STATE ADMINISTRATIVE FUNDING
1966-1972

	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
STATE ADMIN. FUNDING*	$ 512,695	$ 528,977	$ 540,815	$ 549,693	$ 550,856	$ 551,000
DISTRICT SERVICES GENERATED**	$1,447,543	$2,158,309	$3,709,000	$4,362,000	$7,894,977	$9,294,917
% OF SERVICES GENERATED TO STATE ADMIN. FUNDING	282%	408%	686%	794%	1433%	1687%
FEDERAL FUNDS GENERATED	$1,259,680	$2,544,570	$3,523,000	$3,200,000	$1,764,093	$2,830,824
% SERVICES GENERATED TO STATE ADMIN. FUNDING	246%	481%	651%	582%	320%	514%
TOTAL SERVICES GENERATED	$2,707,223	$4,702,879	$7,232,000	$7,562,000	$9,659,070	$12,125,74
% SERVICES GENERATED TO STATE ADMIN. FUNDING	528%	389%	1337%	1376%	1753%	2201%

* Maximum of $29,000 state support for each of 19 CESA's ($34,000 as of fiscal year 1973)
** Includes state aids for special state funding such as for speech therapists, etc.

Source: Wisconsin Department of Public Instruction

Table 12 describes the 428.3 FTE personnel employed in 1972-73 by various categories, including 23.9 persons funded under ESEA III located in Regional Education Centers in the state. As shown previously, during 1971-72 the 19 CESAs provided $12,125,741 in shared services to local districts. Personnel services accounted for $6,381,964 or approximately 48% of the total while non-personnel services totaled $2,862,304; cooperative purchases $2,381,964; and educational package plans $76,781. The most common non-personnel services provided include in-service workshops and staff training, microfilming, driver education simulation, data processing, and instructional materials centers. During the past five years four CESAs have been selected and developed as regional data processing centers for multi-CESA regions of the state, as shown in Map 3.

Cooperative purchasing of school lunch commodities has increased rapidly in recent years, as has cooperative purchasing of materials and supplies used in local districts. During 1971-72 47% or 210 of the state's districts at that time purchased $1,281,173 worth of school lunch commodoties through programs operated in fifteen CESAs.

A summary of shared services by source of funds is shown in Table 13. These data show local dollars comprised over 58% of all funds spent in 1971-72, while state and federal funds constituted approximately 19% and 23% of the total, respectively.

TABLE 12

COOPERATIVE EDUCATIONAL SERVICE AGENCIES

PROFESSIONAL STAFF (FULL-TIME EQUIVALENT) - SHARED SERVICES

1972 - 1973

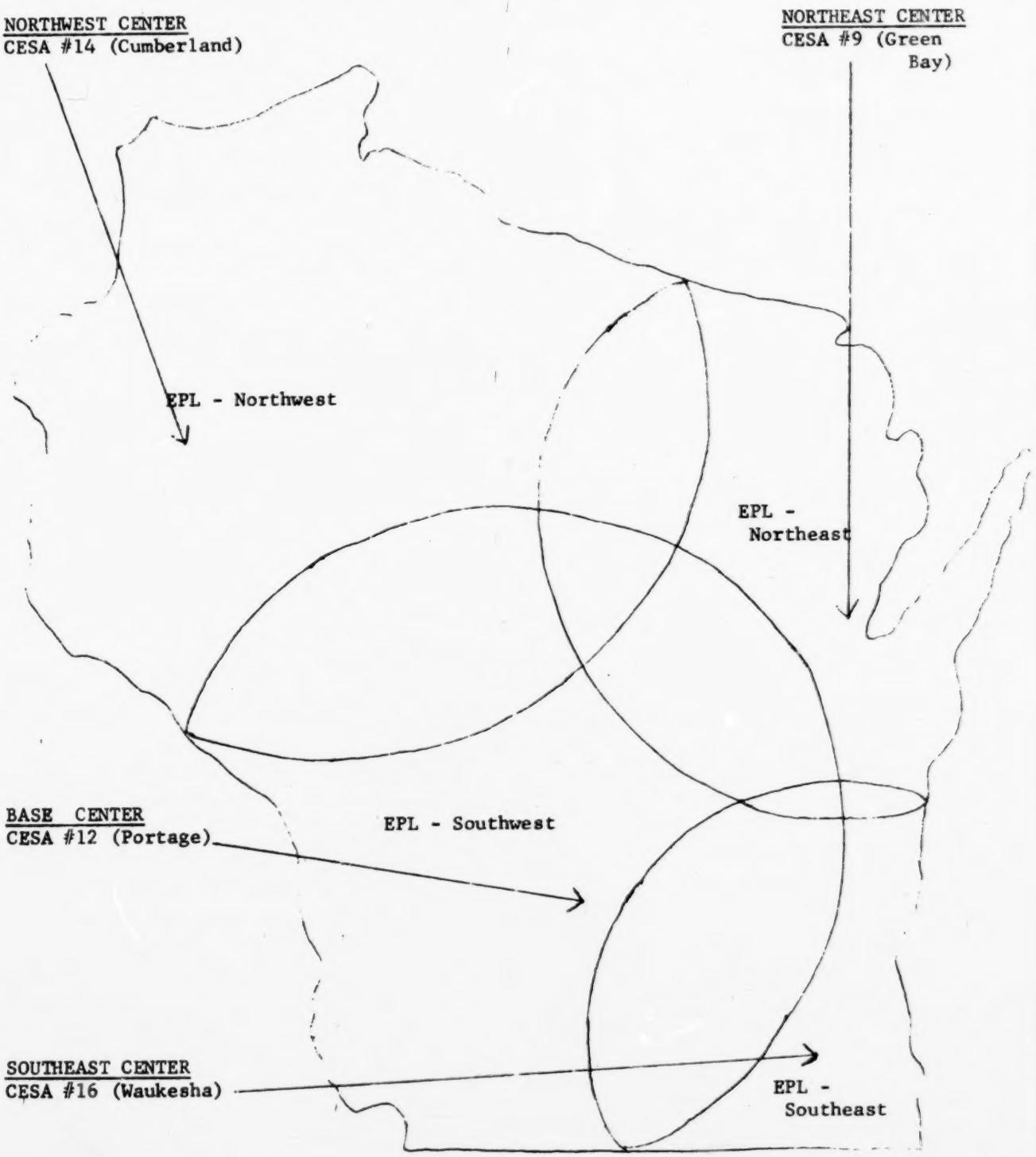
CESA NO.

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	Tota
											1.0	1.0								2.0
UD VIS DIRECTOR									2.0											2.0
V CONSULTANT									1.0	0.7										2.7
LEM DIRECTOR			1.0						0.5	0.5										2.0
ECONDARY DIRECTOR		1.0																		
OCATIONAL DIR			1.0	2.0	4.0	3.0	2.0		3.0	2.0	2.0	2.0	1.0		2.0					24.0
ROJECT DIRECTOR		1.5	2.0	1.0			2.0	3.0	1.0	1.0	1.0	2.2	3.5					3.0	4.0	25.2
PEC EDUC DIRECTOR	1.0			1.0	1.0	2.0	1.0	2.0	1.0		1.0	1.0	1.0	1.0						13.0
PEC EDUC TEACHER		1.0	7.0		3.0	35.0		2.5		9.0	9.0	1.0	16.0						8.7	92.2
PEECH THERAPIST	3.0	5.0	6.4	8.9	4.0	12.0	8.0	10.0	6.2	2.0	1.0	14.0	5.8	10.0	6.2	0.9	1.8	3.7		108.9
OMEBOUND TEACHER			1.0									4.0								5.0
URSE								2.8												2.8
UIDANCE	2.0		1.0	2.0				1.0					1.0							7.0
SYCHOLOGIST	1.0	1.0	4.0	3.6	4.5	7.0	6.0	4.6	4.6	2.0	4.0	5.0	3.6	2.0	4.6	0.5	1.8	6.0	1.0	66.8
OCIAL WORKER			2.0	2.0					4.0			2.0	2.0		2.0	0.6				14.6
SYCHOMETRIST								.0.6												0.6
RIVER EDUC				1.0					2.0	1.0			1.0		1.0					6.0
EADING CONSULTANT						1.0		5.6					1.6			0.8				9.0
TEACHERS					3.0			2.0	2.0	1.0					0.7	2.9		4.6	4.4	20.6
TOTAL	7.0	9.5	25.4	21.5	19.5	60.0	19.0	34.1	27.3	19.2	19.0	32.2	36.5	13.0	16.5	5.7	3.6	17.3	18.1	404.4
																				23.9
REGIONALS																				428.3
TOTAL																				

OURCE: Wisconsin Department of Public Instruction

MAP 3

EDUCATIONAL DATA PROCESSING LABORATORIES



COOPERATIVE EDUCATIONAL SERVICE AGENCIES

SHARED SERVICES REPORT
Source of Funds

1971 - 1972

CESA NO.	LOCAL DIST. FUNDS	*STATE FUNDS	FEDERAL FUNDS	GRAND TOTAL
1	$ 112,002	$ 48,264	--	$ 160,266
2	61,791	61,243	$ 5,250	128,284
3	656,688	195,662	122,755	975,105
4	377,126	281,151	638,330	1,296,607
5	323,185	85,266	100,336	508,787
6	248,526	335,323	142,231	726,080
7	481,193	69,965	312,095	863,253
8	414,103	118,995	107,608	640,706
9	557,090	104,517	46,320	707,927
10	834,820	--	53,235	888,055
11	248,222	60,086	227,117	535,425
12	501,158	365,638	57,853	924,649
13	384,273	185,416	36,832	606,521
14	216,450	90,211	5,521	312,182
15	552,382	97,850	35,075	685,307
16	153,141	23,114	—	176,255
17	183,093	28,410	354,417	565,920
18	187,737	66,603	--	254,340
19	575,699	8,525	6,250	590,474
Total	$7,068,676	$2,226,241	$2,251,227	$11,546,144
Title III Regionals				$ 579,597
TOTAL				$12,125,741

*Represents state aids for speech therapists, special education, etc.

Source:
WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

In Table 14 CESA se vices purchased by school districts of various enrollment sizes during 1971-72 are shown. The data indicate that districts enrolling fewer than 299 pupils in grades 9-12 comprised 35.6% of all districts and 8.6% of all 9-12 pupils in the state and purchased 26.0% of total services. Districts enrolling 300 to 1499 pupils in grades 9-12 comprised 55.4% of all districts and 42.1% of all 9-12 pupils and purchased 60.0% of the CESA services. Districts over 1500 in 9-12 enrollment constituted 9.0% of the state's high school districts, enrolled 49.3% of all 9-12 pupils, and purchased 14.0% of all CESA services.

It is evident that small districts purchased services at a rate far above their pupil enrollment percentages; medium size districts purchase services at a rate moderately above their enrollment percentages; and large districts purchase services at a percentage level far below their enrollments. These participation levels are consistent with the philosophy and expectations of the CESA system which is predicated on the assumption that Wisconsin's many smaller and medium size districts do not possess the enrollment base necessary to effectively and efficiently support the variety of educational services required to provide a quality local program.

TABLE 14
CESA SERVICES PURCHASED**
BY SCHOOL SIZE

1971-72

Code Letter	High School Enrollment (9-12) Range	DISTRICTS Number	DISTRICTS Pct. of Total	STUDENTS ENROLLED (9-12) Number	STUDENTS ENROLLED (9-12) Pct. of Total	Pct. of Total CESA Dollar Volume
A	Under 100	5	1.4%	347	.1%	.3%
B	100 to 199	54	14.7	8,410	2.7	8.5
C	200 to 299	72	19.5	18,052	5.8	17.2
D	300 to 499	86	23.4	33,713	10.9	24.1
E	500 to 749	60	16.3	36,535	11.8	19.3
F	750 to 999	29	7.9	24,902	8.0	9.0
G	1,000 to 1,249	16	4.3	17,497	5.7	4.6
H	1,250 to 1,499	13	3.5	17,552	5.7	3.0
I	1,500 to 1,999	7	1.9	11,559	3.8	2.3
J	2,000 to 2,999	10	2.7	24,844	8.0	4.5
K	3,000 to 3,999	7	1.9	24,768	8.0	1.9
L	4,000 to 4,999	4	1.1	17,828	5.8	.5
M	5,000 to 5,999*	0	0	0	0	0
N	6,000 to 6,999	1	.3	6,745	2.2	.1
O	7,000 to 7,999	1	.3	7,185	2.3	.4
P	8,000 to 8,999*	0	0	0	0	0
Q	9,000 to 9,999	2	.5	19,448	6.3	.9
R	40,000 and Over	1	.3	40,015	12.9	.1
X	Union High Schools	-	-	-	-	.4
Y	K-8 Districts	-	-	-	-	2.9
Totals		368		309,400		

* No school district with 9-12 enrollment of this number.

** Dollar volume is only one indicator of CESA services utilized by school districts. There are many services that CESA gives or promotes with a very small charge or no dollar charge.

County Handicapped Programs purchased $187,185.

Section 6: E.S.E.A. I C.E.S.A. Cooperative Projects

April of 1965 brought the Elementary and Secondary Education Act into existence, with its' unprecendented impact of federal educational priorities and resources. While Title I funds were welcome in Wisconsin, and the need for programs for educationally disadvantaged children was recognized statewide, there were also realistic problems at the local level regarding project applications, fiscal accounting, program design and evaluation, and the recruitment of personnel to staff the rapidly developing district projects.

In addition, many small districts were eligible for allocations of funds which were too limited to be effective and efficient both administratively and programatically, but which were too large to be ignored in the light of obvious needs of many pupils. Consequently the cooperative project concept emerged in response to these conditions and opportunities. During FY1966 eleven (11) cooperative projects were operational, but were combinations of districts cooperating outside the CESA organizational structure. Only one CESA administered cooperative existed that year, and involved only $23,454 in local allocations.

During FY 1967 ten (10) non-CESA cooperatives existed, and the single CESA cooperative operational the previous year in CESA 7 did not exist.

In FY 1968 a joint ESEA I and III effort was funded in CESA 3 to develop a centralized team approach to identify, diagnose, and place pupils in nineteen Title I projects in local districts. Personnel

employed included counselors, psychologists, social workers, and a nurse, speech consultant, curriculum consultant, retarded children consultant, and a part-time psychiatrist.

In FY 1969, as the scope, permanence, and administrative complexities of Title I increased, local districts began to consider the CESAs as an alternative to local project management. During that year, planning grants were awarded to CESAs 3 and 8 for $9829.00 and $6115.00 respectively, to study the feasibility of cooperative projects involving a total of sixteen local districts in FY 1970. CESA 6, during the same year, initiated a large cooperative involving twenty-four (24) local districts and $593,211.00 in project funds.

FY 1970 saw planning efforts realized in CESAs 3 and 8 as cooperatives involving eighteen (18) districts began operation, in addition to the CESA 6 project which continued with twenty-four (24) districts. These three CESAs administered a total of $1,025,849.00 in Title I allocations that year for the forty-two (42) participating districts. Planning grants were awarded to CESA 2 to explore the possibility of a combined cooperative with CESA 3; and to CESA 19, serving the greater Milwaukee region. Eight additional non-CESA cooperative also operated during FY 1970, involving thirty-three (33) additional local districts.

A dramatic increase in CESA cooperatives occurred in Fy 1971 as CESAs 6, 7, 8, 13, and 19 operated projects, and a unique multi-CESA cooperative served CESAs 2 and 3. These six programs involved $1,788,065 in local allocations, ninety-seven (97) districts, 6303 pupils, and 286 full-time and 293 part-time personnel. In addition, CESA 5 operated a

cooperative in-service education program in which seventy-two (72) teachers from seventeen (17) districts participated. Planning grants were also made to five (5) additional CESAs to investigate the possibility of cooperative efforts in FY 1972.

FY 1972 brought the full emergence of the cooperative movement with projects operational in twelve (12) agencies involving 149 districts and $3,447,590 in local allocations. Additional planning grants were awarded to five (5) CESAs in the total amount of $16,547.00. The 149 districts participating in CESA cooperatives comprised 82 percent of the 181 local districts in cooperative projects, and 38.2% of all districts having Title I projects. The funds administered through the CESA's in FY 1972 represented 20.8% of the total state allocation for local Title I activities of $16,546,374. Table 15 shows characteristics of the operational cooperatives for FY 1972.

TABLE 15

CESA ESEA I COOPERATIVE PROJECTS FY 1972

CESA	Number of Districts	Allocation
3	22	$385,134
4	22	536,529
6	24	656,224
7	12	287,687
8	10	192,081
9	9	151,575
10	10	235,872
12	12	260,809
13	7	189,195
14	4	9,988
17	10	351,421
19	7	180,165
12	149	$3,436,680

[illegible] Federal Fiscal Office, Department of Public Instruction.

During FY 193 fourteen (14) CESAs operated thirteen (13) cooperative projects, with CESA 15 and 17 administering a joint program. A total of 177 districts participated, or 88% of all districts in cooperatives, and 45% of all Title I districts in the state. Local allocations in the amount of $3,943,110, or 22.7% of the state LEA total of $17,340,875, were administered by the CESAs.

Table 16 shows the relevant data for FY 1973

TABLE 16

CESA TITLE I COOPERATIVES FY 1973

CESA	Number of Districts	Allocations
2	0	$130,405
3	13	246,651
4	32	760,042
6	24	594,422
7	12	276,630
8	10	189,521
9	10	172,550
10	9	242,550
12	13	283,486
13	9	359,834
14	5	193,078
15 & 17	19	273,853
19	12	220,078
14	177	$3,943,110

Source: Federal Fiscal Office, Department of Public Instruction.

A summary of the growth of the CESA cooperatives during the period FY 1966-FY 1973 is presented in Table 17.

TABLE 17

CESA ESEA I COOPERATIVE PROJECTS FY 1966 - FY 1973

FY	Operational Coops	Number of Districts	Planning Grants
1966	CESA 7	4	0
1967	0	0	0
1968	0	0	0
1969	CESA 6	24	CESAs 3 and 8
1970	CESAs 3, 6, 8	42	CESAs 2&3, 19
1971	CESAs 6,7,8,13,19	97	CESAs 4,9,10,12,17
1972	CESAs 3,4,6,7,8, 9,10,12,13,14,17, 18,19	149	CESAs 5,15,19
1973	CESAs 2,3,4,6,7,8, 9,10,13,14,15,15& 17,19	177	CESAs 14,15,17,18

Although administrative characteristics vary among the CESA cooperatives, there are basic areas of similarity throughout the regional projects. Generally 7% to 10% of the local district allocations are designated for administrative purposes, and usually support a project director, secretary, and bookkeeper in addition to the usual office maintenance and operation expenses.

The director's duties usually include the employment of personnel, development of project proposals, project evaluation, in-service program development, negotiations with state level program personnel, local

parent advisory council activities, project reporting, and related administrative tasks. Fiscal management and control along constitutes a complex and time consuming responsibility as separate accounts must be maintained for each participating district and in addition pro rata expenditures must be recorded for those expenses shared cooperatively by the districts.

Personnel are employed either directly by the CESA, or may be employees of the district they serve. Centralized, specialized personnel such as psychologists, social workers, and speech therapists usually are CESA employees while classroom teachers and aides are frequently local district employees.

Some CESAs have established Title I administrative advisory committees composed of local superintendents who work closely with the project director in formulating policies and making decisions related to the cooperative effort.

While the most rapid period of Title I cooperatives growth has perhaps been experienced in Wisconsin, there is additional involvement possible in view of the twenty-five (25) districts which participated in non-CESA cooperatives in 1972-73, and the approximately 202 districts which operated on an individual district basis during the same year.

Even without additional expansion however the voluntary, cooperative concept is well established and is now being strongly recommended by state level officials to districts receiving relatively small Title I allocations. Since FY 1969, the CESAs have demonstrated

that they can play an important role in the provision of effective and efficient services to local districts and that local districts want and need regional service units to assist local efforts in special program areas.

Section 7: Special Educational Programs for Handicapped Children

It is estimated, based on national prevalence rates and a statewide census, that there were approximately 111,191 handicapped children in Wisconsin as of the 1972-73 school year. Approximately 50,361 children, or 45.3% were served during 1972-73 by special education programs, and an additional 14,543 pupils, or 13%, were served by regular school programs and day care centers, bringing the total state coverage to approximately 58%.

During 1972-73 an estimated $26,235,500 was provided in state aid for handicapped children through Wisconsin's sum sufficient 70% support level program for approved instructional programs for most disability areas. For hospitalized children the state supports 100% of approved instructional costs, and for homebound children the state pays 50% of local expenditures, not to exceed $300 per child per year. In addition the state supported full-time senior coordinators/ supervisors at the 70% level and school psychologists and social workers at the 50% level during 1972-73.

Table 18 shows estimated 1972-73 service and aid levels for major disability areas.

TABLE 18

ESTIMATED 1972-73 SERVICE AND AIDS LEVELS BY HANDICAPPED CLIENTELE GROUP

Clientele	Amount	Number Persons Served	Percent Clientele Served	Program Units
Mentally Retarded	$14,145,600	17,131	74.5%	1,461.6
Speech Impaired	3,731,400	26,651	76.2%	524.8
Emotionally Disturbed	1,132,000	1,166	5.8%	124.0
Learning Disabled	812,300	781	3.9%	81.0
Dead/Hard of Hearing	1,281,200	1,226	21.5%	138.0
Physical/Multiple Handicapped	666,800	666	44.7%	72.0
Visually Handicapped	225,400	413	40.7%	56.5
SubTotal	21,994,700			
All persons benefiting from Local Identification Services	3,987,300	48,034	NA	NA
Hospitalized Children	38,200	452	44.7%	5.0
Homebound Children	215,300	1,875	48.5%	NA
TOTALS	$26,235,500	50,361	45.3%	2,462.9

SOURCE: Division for Handicapped Services, Wisconsin Department of Public Instruction.

Table 19 shows projected service levels for the same disability areas for the 1973-75 period. Total handicapped aids in the 1971-73 biennium were $50,745,000, and the budget request for the 1973-75 period is $6/,909,000, or an increase of 33%. Special emphasis during the 1973-75 biennium will be placed upon reaching a larger number of emotionally disturbed and learning disabled youth.

Handicapped aids in Wisconsin are paid on a reimbursement basis during the fiscal year following the school year in which the services are actually provided. For this reason the most recent and accurate aid figures available are for the 1970-71 school year which were paid during FY 1972.

During 1970-71, $24,176,676 in state revenue was provided to support special educational personnel and services provided by local school districts, CESAs, and county handicapped children education boards (CHCEB). Aids are provided for special personnel, transportation, lunches, books, non-capital equipment and supplies, and instructional machinery needed for specific disability groups. An additional $2,386,000 was allocated for the support of state operated residential schools for visually handicapped and deaf students.

TABLE 19

PROJECTED SERVICE LEVELS FOR THE HANDICAPPED

Clientele	1973-75 Projected # Served	1973-75 Projected % Served	Additional Youth Served	% Increase of # Served
Mentally Retarded	19,260	83.3%	2,129	12%
Speech Impaired	29,126	83.2%	2,475	9%
Emotionally Disturbed	2,096	10.4%	930	80%
Learning Disabled	1,693	8.5%	912	117%
Deaf/Hard of Hearing	1,418	24.9%	192	16%
Physical/Multiple Handicapped	1,236	49.4%	118	11%
Visually Handicapped	495	49.5%	82	20%
Homebound Children	2,095	52.3%	220	12%
TOTALS	57,419	51.6%	7,058	14%

SOURCE: Division for Handicapped Services, Wisconsin Department of Public Instruction.

Table 20 shows, for 1970-71, disabilities served statewide, the percent each disability represents of all disabilities served, and the percent of children in each disability area in the public K-12 enrollment.

TABLE 20

HANDICAPPED CHILDREN ANALYSIS 1970-71

Disability	Total Serviced	Percent of Handicapped Children	Percent of K-12 Enrollment
Mentally Retarded Educable	14,652	24.91%	1.48%
Mentally Retarded Trainable	2,413	4.10	.24
Physically Mtpl. Handicapped	1,976	3.36	.20
Hospitalzed	452	.77	.05
Homebound	1,804	3.07	.18
Deaf	1,008	1.71	.10
Vision	378	.64	.04
Emotionally Disturbed	1,060	1.81	.11
Special Learning Disability	594	1.01	.06
TOTALS	58,817	100.00%	5.94%

Table 21 shows educationall aid for 1970-71, paid in 1971-72, for six broad categories. Transportation and other special aids are not included in the totals.

TABLE 21

HANDICAPPED EDUCATIONAL AID 1970-71, PAID IN 1971-72

TYPE OF AIL	AMOUNT	PERCENT OF EDUCATIONAL AID
Salaries	$16,049,558	96.5%
Books	128,853	.80
Equipment	172,696	1.00
Lunches	273,396	1.67
Psychological Services	1,890	.01
Other	19,171	.12
TOTAL	$16,645,564	100.00%

Table 22 indicates special education transportation aids for 1970-71 for three classifications of pupils, and room and board aids, as well as general state aids also paid during the same year.

TABLE 22

TRANSPORTATION AID TO HANDICAPPED CHILDREN 1970-71, PAID 1971-72

Aid Category	Amount of General Aid	Amount of Special Aid	TOTAL AID
Resident	$ 387,039	$1,747,292	$2,134,331
SE-1 Public	108,323	547,916	656,239
SE-1 Nonpublic	17,952	118,874	136,826
Room and Board	34,209	122,750	156,959
TOTALS	$ 547,523	$2,536,832	$3,084,355

Table 23 indicates total handicapped aids for 1970-71, including 70% support for 249 psychologists, 176 social workers, and 45 directors of special education.

TABLE 23

WISCONSIN HANDICAPPED CHILDREN AIDS 1970-71, PAID IN 1971-72

TYPE OF AID	AMOUNT OF AID	% OF TOTAL
Educational aid	$16,645,564	68.9%
General Transp. aid	547,523	2.2
Special Transp. aid	2,536,832	10.5
School Psychologists	2,365,710	9.8
School Social Workers	1,628,153	6.7
Directors/Supervisors	450,894	1.9
TOTALS	$24,176,676	100.0%

Within the nine major handicapping conditions indicated in Table 24 a total of 2219 units or classes were operational in 1970-71. Local school districts individually, or in cooperation with other districts outside the CESA structure, operated 1,686, or 76%, of all classes. County Handicapped Children's Education Boards, which are still operational in 20 counties, operated 359 classes or 16% of the total. The CESAs operated 174 classes or 8% of the state total

Table 24 shows the scope of CESA programs during 1970-71. Aids to the agencies totaled $2,083,645, or 8.8% of the state total

TABLE 24

CESA HANDICAPPED CHILDREN'S PROGRAMS AND ENROLLMENTS 1970-71, AIDS PAID 1971-72

	Enrollment			Instruction			Transportation Aid				Educational Aid		
rogram	Res.	Non-res.	Total	Units	Prof. Pers.	Aides	Approved Cost General	Special	Room & Board General Special	Total	Approved Cost	State Aid	Total State Aid
MR	496	0	496	37	39	2	$41,363 4,164	$ 26,040	$ —— $	$30,204	$ 431,910	$ 302,338	$ 332,542
MR	97	1	98	12	14	4	11,667 624	7,730		8,354	144,524	101,167	109,551
I/MR	19	0	19	2	3	2	5,229 672	3,190		3,862	34,763	24,334	28,196
sp.													
mebound													
af	3	0	3	1	1	0					1,408	986	986
sion													
ot.Distb.	29	1	30	3	3	1	1,314 120	837	233 553	1,743	35,778	25,045	26,778
ec.Learning .S.	21	0	21	2	2	0					18,837	13,186	13,186
eech	7,532	0	7,532	117	119	0					940,867	658,606	658,606
tal	8,197	2	8,199	174	181	9	$59,573 5,580	$37,797	233 553	$44,163	$1,608,087	$1,125,662	$1,169,825

TAL AID: $2,083,645

Specialists	Number	Approved Cost	State Aid
Psychologists	61	828,347	579,842
Social Workers	21	278,756	195,079
Directors/Supervisors	11	159,603	105,725
TOTAL	93	$1,266,706	$ 880,646

URCE: Wisconsin Programs for Handicapped Children Legislation Fiscal Bureau, January 1973.

handicapped aids. Services were provided to 8199 children in seven handicapped areas through the services of 181 teachers, 9 aides, 61 psychologists, 21 social workers, and 11 directors/supervisors of special education. As the enrollment, personnel, and aid data show, the CESAs have concentrated heavily in speech impairments, with 92% of the children served having some form of speech defect. Approximately 65% of all CESA special education personnel and 56% of the educational aid, or $1,169,825 was directed toward children with speech defects. Transportation aid amounted to 1.8% of the total aid, and special personnel aid totaled approximately 42%, or $880,646. Data regarding CESAs operating programs within major special education areas and employing specialized personnel during 1970-71 are shown below.

Service Area	No. of CESAs	No. of Personnel
Mentally Retarded-Educable	6	41
Mentally Retarded-Trainable	5	18
Physically/Multiple Handicapped	1	5
Deaf/Hard of Hearing	1	1
Emotionally Disturbed	1	4
Special Learning Disabilities	1	2
Impaired Speech	18	119
School Psychologists	17	61
School Social Workers	8	21
Directors/Supervisors	8	11
	10	283

One indication of the emerging role of the CESAs as a focal point for special education services is the employment of eleven (11) Directors/Supervisors of Special Education in eight agencies. These eleven persons represent 24% of the state total of forty-five (45) holding this highest level of state certification.

In addition to the official enrollment and aid figures presented in the previous pages for 1970-71, more recent information for the 1972-73 academic year is presented in Table 25.

TABLE 25

SUMMARY OF SPECIAL EDUCATION PROGRAMS IN WISCONSIN 1972-73

Disability Area	Total Program Units	Children Served	CESA Program Units	CESA % of Total Units
Mentally Retarded-Educable	1,193	14,742	102	8.5%
Mentally Retarded-Trainable	312	2,808	22	7.0
Physically Handicapped	21	242	2	10.0
Multiple Handicapped	48	440	1	2.0
Hospitalized	5	600	0	0
Homebound	--	1,985*	0	0
Deaf/Hard of Hearing	151	1,043	0	0
Blind/Partially Seeing	55	393	0	0
Emotionally Disturbed	151	1,279	1	.6
Special Learning Disabilities	158	1,750	1	.6
Speech Impaired	555	22,248	106	19.1
	2,649	53,530	235	
*Estimate				8.9**

**This figure represents 235 of 2,649 total program units in Wisconsin in 1972-73.

SOURCE: Division for Handicapped Services, Wisconsin Department of Public Instruction.

As Table 25 shows, during 1972-73 the CESAs provided 8.9% of all program units in the state, an increase of 61 units or .9% over the 1970-71 figures. As in 1970-71, speech services were the most common CESA offering, with substantially increased programs in mentally retarded-educable and mentally regarded-trainable compared to the 1970-71 period.

During 1972-73 the CESAs employed sixteen (16) Directors/Coordinators of Special Education out of the state total of sixty-one (61). This increase of five (5) persons represents 26% of all Directors/Coordinators in the state compared to the 24% employed by the agencies in 1970-71.

ESEA VI-B

In addition to the state funded programs described in the preceding pages, the CESAs also serve as administrative and program centers for ESEA VI-B projects and programs. While direct services to children are provided under VI-B grants, priorities have also been established in the development of special education instructional materials centers (SEIMCs) and in the financial support of special education leadership personnel positions in the CESA organizations.

SEIMC's, which have been initiated in five (5) agencies, are regional depositories for a wide variety of special education instructional materials which are distributed through personal visits, mail service, and delivery truck service to teachers and other appropriate

personnel over a large, multi-district area. It is intended that SEIMCs will eventually be supported by participant fees paid by local districts and that federal funds can be reduced or terminated after the centers are adequately stocked with materials and the benefits of the system are demonstrated regionally. During FY 1973, $76,607 was allocated to the SEIMC's and since FY 1968, $609,613 in ESEA VI-B funds have been awarded to the five centers.

The support of directors/coordinators of special education services has been a specific priority of the ESEA VI-B state strategy also. By the end of FY 1973, fifteen (15) CESAs received support for such personnel, and as previously noted, the CESAs are beginning to exercise administrative and program leadership in many areas of Wisconsin. The relatively small percentage of handicapped children, combined with low population densities and the abundance of small districts found in many areas of the state, provide an excellent opportunity for the CESAs to serve as administrative and program units which provide an economy of scale not otherwise possible.

Table 26 shows the six year history of ESEA VI-B allocations to the CESAs, including SEIMC grants and the percent the CESA administered funds represented of the total ESEA VI-B state allocations during the FY 1968-FY 1973 period. As indicated, since FY 1968 the CESAs have received $1,103,884 or 41.7% of the total of $2,642,207 allocated under the program statewide. Unlike ESEA I funds, which "belong" to individual local districts but are administered

TABLE 26

ESEA VI-B PROJECTS IN CESAs FY 1968-FY 1973

CESA	FY 68	FY 69	FY 70	FY 71	FY 72	FY 73	Total
1	-	-	-	-	-	$10,351	$10,351
2	8,110	13,443	-	-	6,626	-	28,178
3	-	-	-	15,222	29,526	18,756	63,504
4	-	-	14,938	-	-	10,490	25,428
5	10,897	5,346	13,385	14,047	-	36,690	80,365
6	9,976	18,500	-	13,056	9,150	6,419	57,101
7	-	-	-	-	-	9,900	9,900
8	-	-	-	-	-	7,843	7,843
9	-	-	-	-	-	12,155	12,155
10	-	-	-	-	-	7,373	7,373
12	-	15,429	15,000	5,264	36,241	22,461	94,395
13	22,260	19,300	-	-	8,768	-	50,328
17	16,479	13,091	2,000	3,000	3,000	9,780	47,350
FY Totals	$67,722	85,109	45,323	50,589	93,310	152,218	$494,271

SEIMC Grants

CESA	FY 68	FY 69	FY 70	FY 71	FY 72	FY 73	Total
2	-	67,350	52,281	13,075	15,140	18,555	$168,401
3	31,523	27,434	3,663	6,324	3,000	7,584	79,528
6	-	20,418	37,163	11,598	11,482	10,000	90,660
8	-	66,880	53,325	15,000	14,148	15,384	164,737
11	-	-	-	39,426	41,776	25,084	106,286
FY Totals	$31,523	182,082	146,432	87,423	85,546	76,607	609,613
CESA Totals	$99,245	267,191	191,755	138,012	178,856	228,825	1,103,884
Wis.LEA Totals	$175,702	486,835	426,973	480,078	543,390	529,092	2,642,207
CESA % of Wis. LEA Total	56.5%	54.9%	45%	28.8%	33%	43.3%	41.7%

SOURCE: Division for Handicapped Services, Wisconsin Department of Public Instruction.

cooperatively with the approval and participation of the districts, ESEA VI-B funds have been allocated directly to the CESAs and are intended to be used for the improvement of special education programs on a regional level.

Section 8: ESEA I Cooperative Project in CESA 6

During 1966 the local school districts in CESA 6 shared in the employment of a consultant, through the CESA structure, to assist them in the development of federal project applications. One of the primary duties of the consultant was to negotiate, with the Wisconsin Department of Public Instruction, each of the twenty-four (24) local district's ESEA I project applications. At that time each district filed all applications and fiscal reports individually and directly with the DPI.

By the start of the 1968-69 school year the value of the cooperative consultative effort was evident and the twenty-four (24) districts in CESA 6 entered into an agreement with CESA 6 to support a Title I project director and secretary/bookkeeper. The intial purposes of the cooperative were to centralize responsibility for developing project applications and to develop a centralized accounting system to facilitate the processing of local district expenditure claims.

By the 1972-73 school year (FY 1973), the responsibilities of the administrative unit of the CESA 6 cooperative, which now consisted of the project director, part-time secretary, bookkeeper, and instructional coordinator, had expanded to include the following:

1. To serve as a liaison between the local education agency and the state education agency.
2. To keep the local education agency informed regarding new guidelines and changing interpretations of existing guidelines.

3. To provide local districts with the format for completing and documenting comparability reports and the identification of target centers.

4. To provide leadership in conducting a needs assessment, resulting in the identification of the target population of educationally deprived children.

5. To provide leadership in the development of project objectives and program descriptions designed to meet the identified needs of the target population.

6. To assist in the development of the local district's portion of the total budget.

7. To submit the final draft of the project application to the state education agency and negotiate said application until project approval is obtained.

8. To process the local district's monthly expenditure reports, including the documentation required to obtain release of funds.

9. Upon receipt of federal funds in the C.E.S.A. office, the local district's portion of the total monthly request will be processes within two days.

10. To process local budget revisions when deemed necessary.

11. To conduct in-service training for teachers in an effort to provide them with skills necessary to identify individual levels of reading development, efficient modes of learning, and specific deficits.

12. To provide leadership in correlating materials and methods of instruction that are commensurate with the individual's level of development and in accordance with his unique learning style.

13. To assist in the development and organization of special materials designed to ameliorate identified learning deficits.

14. To provide, when necessary, demonstration of specialized diagnostic techniques and instructional methods.

15. To cooperate with local district supervisors in monitoring Title I staff progress and to structure in-service training to meet needs of said staff.

16. To submit to the Department of Public Instruction a compilation of the results of the Title I evaluation designs provided by the participating schools.

Table 27 shows the participating districts in FY 73, including K-12 enrollments, estimated FY 73 Title I allocations, and the number of children served in each district.

TABLE 27

CESA 6 ESEA I PARTICIPANTS, ENROLLMENTS, ALLOCATIONS AND PUPILS SERVED FY 1973

District	Enrollment	Allocation	Number of project children
Abbotsford	815	$14,752.00	42
Altoona	1077	14,917.00	57
Augusta	895	20,533.00	74
Bloomer	1488	34,130.00	110
Cadott	1138	22,469.00	72
Chippewa Falls	5000	84,909.00	305
Colby	1578	24,416.00	74
Cornell	802	10,085.00	32
Eleva-Strum	942	20,490.00	72
Fall Creek	802	4,914.00	25
Gilman	1037	39,312.00	120
Gilmanton	355	10,774.00	34
Granton	495	15,986.00	52
Greenwood	825	25,680.00	84
Lake Holcombe	559	14,752.00	46
Loyal	940	20,748.00	65
Mondovi	1253	45,413.00	151
Neillsville	1473	43,570.00	126
New Auburn	442	19,029.00	65
Osseo-Fairchild	1257	41,677.00	120
Owen-Withee	1138	38,268.00	124
Spencer	971	15,978.00	67
Stanley-Boyd	1435	33,808.00	108

It should be stressed that individual district's allocations are not pooled. Programs are developed for each district and the dollar amount of the district's allocation is spent within that district. Costs to the individual district for administrative services are based on the percentage of the local district's allocation compared to the composite allocation of all participating districts.

In addition to administrative services, districts contract through C.E.S.A. for services of Title I educational specialists. The cost is determined by the amount of time the specialists is assigned to that district. Table 28 indicates charges to individual districts for Title I administration, psychological services, and speech clinician services for FY 73.

During the 1972-73 school year (FY 1973) there was a total of one hundred seventy (170) staff positions in the C.E.S.A. 6 Title I cooperative. Of this total, twenty-three (23) were on the intermediate unit's payroll as a result of contracts with the local districts for specialist services.

The administrative unit consisted of four staff members: project director, bookkeeper, instructional coordinator, and part-time secretary, for a total cost of $57,939.00. As previously indicated, this cost was prorated according to the local district's allocation.

Psychological services were shared by participating schools at a cost of $101,472.00. This included six (6) full-time psychologists and one part-time secretary. There were twelve (12) speech clinicians in the shared services program at a cost of $118,763.00.

TABLE 28

ESEA I FY 1973 ADMINISTRATIVE, PSYCHOLOGICAL, AND SPEECH CLINICIAN SERVICES COSTS BY DISTRICT IN CESA 6

School	Federal Title I Allocation	(CESA) Admin. Costs	%	Psych. Costs (CESA)	unit	Speech Clin. Costs (CESA)	Total CESA Cost
Abbotsford	$14,152.00	$1,281	3.3	5,114.	1	---	$3,395.00
Altoona	14,917.00	1,332.	2.3	2,114.	1	$6,031.00	9,477.00
Augusta	20,533.00	1,798.	3.1	4,228.	2	6,125.00	12,151.00
Bloomer	34,130.00	3,012.	5.2	6,342.	3	9,699.00	19,053.00
Cadott	22,469.00	1,972.	3.4	4,228.	2	--	6,200.00
Chippewa Falls	84,909.00	7,474.	12.9	10,570.	5		18,044.00
Colby	24,416.00	2,144.	3.7	6,342.	3	9,803.00	18,289.00
Cornell	10,085.00	872.	1.5	4,228.	2	6,507.00	11,607.00
Eleva-Strum	20,490.00	2,085.	3.6	2,114.	1	8,576.00	12,775.00
Fall Creek	4,914.00	565.	1.0	4,228	2	6,030.00	10,823.00
Gilman	39,312.00	3,474.	6.0	4,228.	2	--	7,702.00
Gilmanton	10,774.00	930.	1.6	2,114.	1	2,323.00	5,367.00
Granton	15,986.00	1,393.	2.4	2,114.	1	2,324.00	5,831.00
Greenwood	25,680.00	2,260.	3.9	6,342.	3	4,306.00	12,908.00
Holcombe	14,752.00	1,281.	2.2	4,228.	2	2,961.00	8,470.00
Loyal	20,748.00	1,850.	3.2	4,228.	2	4,305.00	10,383.00
Mondovi	45,413.00	3,998.	6.9	4,228.	2	8,801.00	17,027.00
Neillsville	43,570.00	3,827.	6.6	4,228.	2	7,919.00	15,974.00
New Auburn	19,029.00	1,681	2.9	2,114.	1	1,836.00	5,631.00
Osseo-Fairchild	41,677.00	3,702.	6.4	4,228.	2	--	7,930.00
Owen-Withee	38,268.00	3,363.	5.8	4,228.	2	13,706.00	21,297.00
Spencer	15,978.00	1,393.	2.4	2,114.	1	---	3,507.00
Stanley-Boyd	33,808.00	3,009.	5.2	6,342.	3	8,511.00	17,862.00
Thorp	36,714.00	3,243.	5.6	4,228.	2	9,000.00	16,471.00
TOTALS	$653,324.00	$57,939.		$101,472.		$118,763.00	$278,174.00

One hundred and forty-seven (147) staff members were on the local districts' payrolls at a total cost of $528,852.00. This included ninety-nine (99) regular school year staff positions in the following categories: sixty (6) certified teachers; thirty (30) teacher aides; three speech clinicians; two elementary counselors; and four nurses. The forty-eight (48) summer staff positions were as follows: thirty-six (36) certified teachers; one teacher aide; three supervisors; and eight bus drivers.

Total receipts for the cooperative in FY 1973 included $653,324 in federal aid, $131,170 in state aid reimbursement for specialized personnel, and $22,532 in local district costs, for a total of $807,026.

Table 29 shows the categories and amounts of expenditures for the cooperative in FY 1973.

Budgets are prepared for each of the twenty-four (24) participating districts in the amount of their individual allocations. Each school district enters into a contract with C.E.S.A. for their portion of shared services. The Title I portion is entered on the local district's budget as a contracted service. The C.E.S.A. administration is responsible for documentation of expenditures for contracted services and for proper proration of expenditures to the local districts.

TABLE 29

CESA 6 ESEA I EXPENDITURES FY 1973

Administration Supervision	
Administration, Bookkeeping, Sec.	$22,690.00
Director's travel and expenses	2,000.00
Audit	350.00
Telephone	1,750.00
Office expenses and postage	1,850.00
Supervisor and Clerical salaries	16,500.00
Supervisor travel and expenses	1,700.00
Supervisor materials and supplies	580.00
Evaluation	2,850.00
Insurance-social security	904.00
Office equipment and rental	3,052.00
	$54,226.00
Inservice	
Sub. teachers, consultants	$ 3,713.00
Psychological Services	
Psychologist and Sec. salaries	$85,152.00
Travel and expenses	10,464.00
Office supplies, testing materials, postage	2,016.00
Insurance and social security	3,312.00
Office rental	528.00
	$101,472.00
Speech Clinician Services	
Clinician salaries	$108,461.00
Mileage	4,510.00
Materials	2,400.00
Insurance	3,392.00
	$118,763.00
TOTAL	$ 278,174.00

TABLE 29 (Continued)

	CESA #6 School Districts	
Abbotsford	$13,663.00	
Altoona	10,593.00	
Augusta	17,230.00	
Bloomer	24,869.00	
Cadott	18,334.00	
Chippewa Falls	72,414.00	
Colby	15,599.00	
Cornell	9,344.00	
Eleva-Strum	18,719.00	
Fall Creak	4,436.00	
Gilman	33,903.00	
Gilmanton	9,984.00	
Granton	12,555.00	
Greenwood	18,676.00	
Lake Holcombe	13,663.00	
Loyal	15,322.00	
Mondovi	36,708.00	
Neillsville	35,162.00	
New Auburn	15,716.00	
Osseo-Fairchild	36,075.00	
Owen-Withee	28,718.00	
Spencer	13,566.00	
Stanley-Boyd	24,872.00	
Thorp	28,731.00	
	$ 528,852.00	$528,852.00
Expenditures--Grand Total		$807,026.00

It is the responsibility of the local district to document expenditures for personnel and services that appear in the budget as originating at the local level. The administrative unit of the Title I cooperative prepares a chart of accounts for each individual district, indicating the approved budget amount for each account. The local districts post expenditures in the clearing account and submit voucher and payroll copies to the cooperative project director by the second Tuesday of each month. It is the responsibility of the cooperative administrative unit to develop monthly encumbrance and expenditure reports for each district and to submit the reports to the DPI for reimbursement.

Cooperative benefits are numerous. For example, CESA 6 experiences indicate it is advisable to separate project application activities and fiscal accounting from the actual program operation to provide greater flexibility in meeting the desires of local districts. It also is advantageous of course to have a fiscal and enrollment base sufficient to justify the employment of administrative personnel who can devote full time to the requirements of Title I guidelines and changing interpretations of guidelines.

The cooperative permits districts with small allocations to share in the hiring of specialists they would otherwise be unable to afford who are able to identify causes of educational deprivation and to assist in implementing curriculum change that will better meet the needs of project children. The concept of sharing costs is also an advantage

in the development of staff in-service programs. The opportunity for teachers from neighboring systems to meet and exchange ideas appears to motivate and stimulate professional growth.

Disadvantages of a cooperative include multi-district program development based on guidelines developed for individual school districts, and the problems of communication in a rural area of over 3,650 square miles. The method of determining target centers as mandated by by federal regulations, or at least as being interpreted by auditors as being mandated, is completely inappropriate for large rural areas where there are no concentrations of poverty. In urban centers, there may be concentrations in certain attendance centers, but in rural areas poverty is dispersed on the hillsides and prosperity is found in the valleys.

There is a definite need to reduce administrative detail if cooperative programs are to improve. Application procedures designed for an intermediate unit, as opposed to the present single district, would be a welcome improvement. Consideration should also be given to granting allocations directly to the intermediate unit, rather than to individual districts.

Advance notice of allocations would also be a significant improvement. The present practice of building a program on an estimated allocation and then adjusting the allocation based on the yearly changes in AFDC count is extremely detrimental to effective programming.

Finally, the U.S. Office of Education could perform a welcome service by interpreting the effect of guidelines as related to rural poverty rather than the current practice of developing and interpreting guidelines from an urban perspective.

It is evident that the current cooperative is far from a perfect administrative and programmatic arrangement, however, its advantages have been so well demonstrated in CESA 6 during the past five years that it is difficult for local administrators to visualize a return to the former system of individual district management and programming.

Section 9: CESA 6 Cooperative Special Education Services

Comprehensive educational opportunities are made possible through the provision of programs and services necessary and desirable to meet the educational needs at each level within the educational system. It is now generally recognized that each student should have the opportunity to participate in an educational program which will fully meet his individual educational needs, and it is required under new legislation enacted in July 1973 that each Wisconsin school district shall provide suitable programs for all handicapped persons ages 3 to 21 years. In addition, the DPI recommends not only that educational opportunities be available to these children and youth, but that they be offered differentiated program levels. It is additionally policy that every child should have the following diagnostic services available: educational, psychological, psychiatric, neurological, social case work, orthopedic, general medical, dental, audiological, and opthalmological.

To varying degrees, a number of the school districts in the state have had difficulty in fully reaching the recommended, and now mandatory, special education standards of the DPI's Division for Handicapped Services. Some of their efforts have fallen short in terms of adequacy and quality of program and services. Many factors have contributed to this inability to provide comprehensive, high quality, special education programs including unavailability of qualified personnel, lack of local educational resources, prohibitive individual

pupil costs, geography, population, and lack of qualified special education leadership.

Of the above, lack of population is probably the most important factor. A sufficiently large student population is absolutely necessary to develop a comprehensive special education program. It is evident that individual school district elementary and secondary enrollments, though large enough to provide breadth and depth of curriculum offerings in general education, are often inadequate as a base for providing comprehensive special programs and services for the handicapped.

Chapter 518 of the Wisconsin Statutes allows the Cooperative Educational Service Agencies to receive state aids for the operation of special class services for handicapped children. This statute provides CESAs with the authority whereby they may apply directly to the State Department of Public Instruction for the initiation, operation, and reimbursement of aids for mentally retarded classes. The agencies, since they do not have taxing powers must establish contracts with districts or county handicapped children education boards to provide funds to cover the cost of the services above state reimbursement. If such a service is offered, the agency assumes the complete responsibility to contract for the site, teacher, and transportation of pupils, and also supplies all needed instructional equipment and educational media.

After a lengthy study and planning period during the 1966-67 school year, using CESA as the coordinating agency, school districts in CESA 6 interested in cooperative special education programming moved to pursue their common objectives.

Through the guidance of the CESA 6 Coordinator and under the direction of the CESA 6 Director of Special Education, school districts formed clusters of two or more districts. They joined forces for special education programming only, with the CESA serving as the fiscal agent/operator for each cluster. Contracts were developed which provided for program coordination and supervision, employment of teachers, and SEIMC director and SEIMC teacher, services, with in-service programming also becoming the responsibility of the CESA 6 special education department. Cost per child, room reimbursement, and transportation are other features included in the contracts.

The major benefit of district clustering is that it forms a larger population of handicapped children with which to work. This larger enrollment base permits the elimination of wide range classes for the mentally regarded student and the establishment of programs for the EMk student at primary, intermediate, and secondary levels and, in some instances, elementary and secondary program levels for TMR students.

The contract between the school boards of education of each cluster and the CESA 6 Board of Control provides a list and description of the services upon which both CESA 6 and the districts agree. It identifies who is responsible for each aspect of the contract and also specifies the total cost to the districts; how this cost is determined; and when payments from each district are due to CESA 6. A copy of the budget, developed jointly by the school district administrator and the CESA 6 Coordinator of Special Education, is attached to each contract.

The contract also describes how state and/or federal aids are determines, and how and when they will be returned to each district.

Other items covered in the contract are length of contract (1-3 years), the procedures for termination of the contract, and the disbursement of the assets and liabilities. The local school districts may choose to provide transportation and the filing of their own SE-1 (Transportation) forms.

The CESA 6 program allows each school district to claim their children as resident members regardless of where the classroom is located, and also places the costs of the program into the general state aid formula.

The CESA 6 special education department has developed its programs for educating exceptional children on the philosophy that every program be established on a local funding basis with appropriate state support. When federal funding is requested, it is for the purpose of developing supportive programs for those existing locally and state funded programs. Table 30 shows funding sources and amounts for FY 1972.

TABLE 30

CESA 6 SPECIAL EDUCATION FUNDING SOURCES FY 1973

PROGRAM	LOCAL	STATE	FEDERAL
30 EMR and TMR classes	$137,840.00	$298,510.00	$ ---
Title VI-B: SEIMC and Administration	35,244.00	36,970.00	10,000.00
Vocational Education: Vocationally Oriented Experience Program	---	7,642.00	12,961.90
Title VI-B: Language Development Program with Speech Resource Clinician	---	7,008.00	6,419.00

Table 31 lists the CESA 6 districts participating in the special education program and their enrollments as of FY 1973 and for FY 1974.

This concept is verified by Table 30 which indicates that 94.7% of the resources are state and local, and only 5.3% are from federal sources. State support is approximately twice the local effort, but this is consistent with the state philosophy that special education programs deserve and require a greater degree of state support than the regular school program.

TABLE 31

LOCAL DISTRICT PARTICIPANTS IN CESA 6 SPECIAL EDUCATION PROGRAM

Name	K-12 Enrollments
1. Abbotsford	815
2. Altoona	1077
3. Augusta	895
4. Bloomer	1480
5. Cadott	1138
6. Chippewa Falls	5000
7. Colby	1578
8. Cornell	802
9. Fall Creek	802
10. Gilman	1037
11. Gilmanton	355
12. Granton	495
13. Greenwood	825
14. Holcombe	559
15. Loyal	940
16. Mondovi	457
17. Neillsville	1473
18. New Auburn	442
19. Osseo-Fairchild	1257
20. Owen-Withee	1138
21. Stanley	1435
22. Thorp	938
TOTAL	24938

SOURCE: CESA 6 Special Education Department

The staff employed by CESA 6 for the operation of the cooperative program includes six (6) persons in the administrative unit program director, supervisor of special education/SEIMC director, instructional materials, teacher, SEIMC librarian, administrative secretary/bookkeeper, and program secretary. The instructionsl staff under contract with CESA 6 includes twenty-six (26) EMR teachers, seven (7) TMR teachers, six (6) Teacher aids, and one (1) SLD teacher. Ten (10) EMR teachers, two (2) TMR teachers, two (2) teacher aides, and three (3) SLD teachers are under contract with local districts but are supervised by CESA 6 personnel.

This total group of fifty-three (53) professionals, eight (8) teacher aides, and two (2) secretaries provides services to six hundred seventy-five (675) pupils in twenty-two (22) districts, including five hundred forcy (540) EMR, seventy-two (72) TMR, forty-eight (48) SLD pupils, and fifteen (15) additional children enrolled in orthopedic, hearing, and emotionally disturbed units.

The functions and responsibilities included in the descriptive duties of the special education department personnel are closely correlated with the local school district administrators, supervisors, and principals involved in the cooperative special education program. There is also strong cooperation and carry over value with the Title I Director, Vocational Planner, the Department of Public Instruction Division for Handicapped Services, school psychologists, speech clinicians, and other state and local agencies.

The duties of the CESA 6 director of the special education program include the following:

1. Approves criteria and selects teacher candidates for recommendation to the CESA 6 Coordinator.
2. Directs recruitment activities.
3. Makes decisions regarding staff assignments and transfers of students in special education classes.
4. Decides on recommendation for dismissal of personnel to the CESA 6 Coordinator.
5. Outlines information about school organization, program and community.
6. Establishes and approves criteria for evaluation of teacher performance.
7. Directs evaluation procedures and acts upon evaluation data submitted by supervisor of special education.
8. Works with Coordinator of CESA 6 on determining salary schedules for teachers, administration, semi-professional and office staff.
9. Provides information of teacher competence upon the request of the CESA Coordinator and/or school administrator.
10. Applies criteria to teacher performance upon request of the Coordinator of CESA 6 and school district administrator.
11. Advises CESA Coordinator and school administrators on assignment and transfer of special education personnel.
12. Directs the orientation of new personnel employed in the special education department.
13. Establishes procedures for budget development for instructional and non-instructional items.
14. Determines budget for presentation to Coordinator of CESA 6.
15. Determines policies and procedures for purchase and distribution.

16. Approves and directs control of Title VI, Vocational Education, and local school contributions accounting procedures.

17. Delegates responsibilities for maintenance and operation of all equipment, materials, and vehicles.

18. Delegates responsibilities and approves policies; summarizes and evaluates official reports as they relate to pupil accounting.

19. Advises on selection of textbooks, tests, and instructional aids, as well as on professional published literature.

20. Approves requisitions for materials.

21. Works closely with Supervisor of Special Education on establishing testing schedule.

22. Delegates responsibilities on lesson planning. Reviews system-wide procedures of administering and using evaluative tools; i.e., lesson plans, TMR and EMR Performance Profiles, Student Anecdotal Records, attendance reports, WRATs and PIATs.

23. Summarizes and transmits instructional needs in special education to CESA 6 Coordinator and to school administrators.

24. Reports data on special education pupil accounting to the Coordinator of CESA 6 and district administrators.

25. Reports accounting for funds, supplies and equipment to the Coordinator of CESA 6 and district administrators.

26. Advise local principals on scheduling needs of students.

27. Compiles and files state reports for federal projects, as well as school districts and special education class reports.

28. Must be aware of nascent trends and techniques in education.

29. Approves criteria for evaluation of instructional program.

30. Informs Coordinator of CESA 6 of evaluation findings.

31. Assesses criteria for evaluating instructional program.

32. Forms and approves policies and determines time allocations for supervisor of special education, vocational resource instructor, I.M. Teacher, and speech resource clinician.

33. Determines patterns for total committee involvement.

34. Appoints subcommittee for working on grants and needs for program improvement.

35. Approves and contracts outside consultants for inservices.

36. In relation to non-teaching activities, determines pattern of time and budget support and participation in professional organizations seeking balance between teaching and non-teaching professional activities.

37. Reviews policies and procedures on lesson planning and advises supervisor of special education on any deficiencies.

38. Administers evaluation procedures of instructional program.

The supervisor of special education/SEIMC director is responsible for the following activities:

1. Recommends available qualified teaching candidates.

2. Recommends action on candidates after interview.

3. Evaluates teacher competence.

4. Provides information of teacher competence upon request of the Coordinator of Special Education.

5. Advises Coordinator of Special Education on special education staff needs.

6. Recommends to the Coordinator of Special Education the renewal or non-renewal of teacher contracts.

7. Approves requisitions of instructional materials and equipment from special education teachers.

8. Approves requisitions of instructional materials and equipment from central office staff.

9. Evaluates suitability of physical facilities for special education classrooms.

10. Develops policies concerning the instructional materials center.

11. Delegates responsibilities for schedule making and pupil accounting to the local special education teacher.

12. Approves daily classroom schedules of teachers.

13. Reports accounting for funds, supplies and equipment to the Coordinator of Special Education.

14. Delegates responsibility for maintenance and repair of the instructional materials and equipment.

15. Directs purchasing and requisitioning procedures for the instructional materials center.

16. Classroom visitation for the purpose of teacher assistance in areas of curriculum, materials, equipment, and strategies of delivery; (improvement of instruction.)

17. Consult on request.

18. Advises local elementary and secondary supervisors on matters pertaining to the local special education program.

19. Supervises all supportive project personnel and content.

20. Supervises the cooperative work study programs involving the local school district and the Division for Vocational Rehabilitation, State of Wisconsin.

21. Evaluates classroom instruction.

22. Advises Coordinator of Special Education regarding individual teacher performances.

23. Conducts monthly cluster meetings with special educatio.. staff, school psychologist, project staff, and local supervisory staff.

24. Organizes, arranges and presents inservice meetings aimed at improvement of instruction.

25. Prepare informative articles for monthly newsletter concerning professional interests in working with handicapped children.

26. Represents the CESA 5 SEIMC at Wisconsin Council for SEIMC in order to understand benefits from other SEIMCs and regional SEIMCs.

27. Assists in preparation of long range instructional goals and plans.

28. Assists in developing policies for securing and maintaining community support.

29. Assists the Coordinator of Special Education in planning letters of intent and project proposals for deriving supportive services to the total special education program.

30. Provide information to community groups desiring knowledge about the special education program.

31. Submits news releases to the Coordinator of Special Education pertaining to current events, curriculum, or any other desirable happenings within the special education program.

32. Supports th implementation of good public relations, both on and off the job.

33. Promotes good working relations between teacher training institutions and CESA 6 department of special education.

Table 32 shows the budget developed for the 1973-74 school year (FY 1974) for salaries, fringe benefits and travel expenses for the CESA 6 administrative unit.

Table 33 shows CESA 6 FY 1974 special education department estimated non-personal operational costs, and Table 34 provides a composite of the two preceding tables.

TABLE 32

CESA 6 FY 1974 SPECIAL EDUCATION ADMINISTRATIVE BUDGET - SALARIES, BENEFITS, AND TRAVEL

Personnel	Total	Local	State	Federal
COORDINATOR				
12 month Salary	$17,450.	$ 5,235.	$12,215.	$ -
Fringe Benefits	700.	210.	490.	-
Travel Expenses	3,000.	3,000.	-	-
DIRECTOR/SUPERVISOR				
12 month Salary	14,200.	4,260.	9,940.	-
Fringe Benefits	600.	180.	420.	-
Travel Expenses	2,500.	2,500.	-	-
SEIMC TEACHER				
10 month Salary	11,300.	-	7,910.	3,390.
Fringe Benefits	1,300.	-	792.	508.
Travel Expenses	200.	-	-	200.
VOCATIONAL UNIT WRITER				
12 month Salary	10,000	-	-	10,000.
Fringe Benefits	1,700.	-	-	1,700.
Travel Expenses	200.	-	-	200.
MEDIA SPECIALIST				
12 month Salary	9,964.	2,989.	6,975.	-
Fringe Benefits	600.	180.	420.	-
Travel Expenses	200.	60.	140.	-
ADMINISTRATIVE SECRETARY				
12 month Salary	6,160.	6,160.	-	-
Fringe Benefits	700.	700.	-	-
PROJECT SECRETARY				
12 month Salary	4,500.	4,500.	-	-
Fringe Benefits	700.	700.	-	-
TOTALS - PART A	$85,974.00	$30,674.00	$39,302.00	$15,998.00

SOURCE: CESA 6 Special Education Department.

TABLE 33

CESA 6 FY 1974 SPECIAL EDUCATION BUDGET - NON-PERSONNEL PROGRAM OPERATION COSTS

Item	Total	Local	State	Federal
Audit	600.	$ 100.	-	$250. ESEA VI 250. Voc.Ed.
Postage	600.	600.	-	-
Telephone	600.	600.	-	-
Office Supplies	1,000.	1,000.	-	-
Office Equipment Maint.	1,000.	300.	-	700. ESEA VI
Office Equipment	800.	800.	-	-
Instructional Materials	8,000.	4,000.	-	3,500. Voc.Ed. 500. ESEA VI
Instructional Equipment	2,500.	2,000.	-	500 ESEA VI
Production Materials	2,000.	1,000.	-	1,000. ESEA VI
Production Equipment	2,000.	2,000.	-	-
Inservice Materials	1,700.	800.	-	100. Voc.Ed. 800 ESEA VI
Inservice Consultants	200.	-	-	200 ESEA VI
Rent - Utilities - Janl.	4,000.	4,000.	-	-
Catalog Production Exp.	500.	-	-	500. ESEA VI
Van Lease	1,200.	1,200.	-	-
Van Operation	1,700.	1,700.	-	-
Insurance	600.	600.	-	-
General Fund	500.	500.	-	-
TOTALS - PART B	$29,500.	$21,200.	-	$8,300.

TABLE 34

CESA 6 FY 1974 SPECIAL EDUCATION COMBINED ADMINISTRATIVE AND PROGRAM OPERATION ESTIMATED COSTS

Item	Total	Local	State	Federal
Total Admin.	$85,974.	$2[illegible],674.	$39,302.	$15,998.
Total Operation	29,500.	21,200.	-	8,300.
TOTALS	$115,474.	$ 51,874.	$39,302.	$24,298.

SOURCE: CESA 6 Special Education Department.

The administrative and SEIMC costs shown above in the amount of $115,474 are apportioned among the twenty-two (22) participating districts as shown in Table 35, including sources of funds and percentages of total costs.

The contractual and administrative policies and relationship necessary for the successful operation of the multi-district effort are best shown by presenting in Exhibits 1 and 2, copies of the letter to district administrators and the contract for services used for development of the FY 1974 program.

The advantages of cooperative special education services and programs in CESA 6 include the following:

1. Opportunity is provided for cooperagive, comprehensive planning in all disability areas for the benefit of local district programs and pupils.

TABLE 35

CESA 6 FY 1974 PARTICIPATING DISTRICTS ADMINISTRATIVE AND SEIMC COSTS

SCHOOL DISTRICT	%	TOTAL	STATE	FEDERAL	LOCAL
ABBOTSFORD	3.1	$ 3,579.70	$ 1,218.36	$ 753.24	$ 1,608.10
ALTOONA	4.4	5,080.86	1,729.28	1,069.11	2,282.47
AUGUSTA	3.4	3,926.12	1,336.26	826.13	1,673.72
BLOOMER	6.6	7,621.28	2,593.92	1,603.67	3,423.70
CADOTT	4.9	5,658.23	1,925.79	1,190.60	2,541.84
CHIPPEWA FALLS	12.4	14,318.77	4,873.42	3,012.95	6,432.40
COLBY	7.3	8,429.60	2,869.03	1,773.75	3,786.82
CORNELL	3.3	3,810.64	1,296.96	801.83	1,711.84
FALL CREEK	3.1	3,579.70	1,218.36	753.24	1,608.10
GILMAN	4.1	4,734.43	1,611.37	996.22	2,126.84
GILMANTON	1.6	1,847.54	628.83	388.77	829.99
GRANTON	2.0	2,309.48	786.04	485.96	1,037.48
GREENWOOD	3.5	4,041.59	1,375.56	850.43	1,815.60
HOLCOMBE	2.3	2,655.90	903.94	558.85	1,193.11
LOYAL	4.3	4,965.38	1,689.98	1,044.81	2,230.59
MONDOVI	5.2	6,004.65	2,043.69	1,263.50	2,697.46
NEILLSVILLE	6.1	7,043.91	2,397.41	1,482.18	3,164.33
NEW AUBURN	1.7	1,963.06	668.13	413.07	881.86
OSSEO-FAIRCHILD	4.6	5,311.80	1,807.88	1,117.71	2,386.21
OWEN-WITHEE	4.6	5,311.80	1,807.88	1,117.71	2,386.21
STANLEY	6.9	7,967.70	2,711.82	1,676.56	3,579.32
THORP	4.6	5,311.80	1,807.88	1,117.71	2,386.21
TOTALS	100%	$115,473.94	$39,301.69	$24,298.00	$51,874.20

SOURCE: CESA 6 Special Education Department.

2. Communication and integrated planning at the local, regional, state, and federal levels is facilitated through centralized program development and administration.

3. All major financial resources are channeled through one agency, resulting in more effective and efficient utilization.

4. Services and programs not feasible economically in individual districts are possible through shared cost arrangements.

5. Increased local district participation in federal projects is possible because of validated regional needs and full-time administrative efforts to obtain additional funding sources.

The major disadvantage of a continuing nature associated with the cooperative program are the time and distance factors associated with the transportation of students to adjacent districts to receive program services.

The CESA 6 cooperative has been successful because it provides flexibility and involvement for local districts and is responsive to changing local needs. Concurrently it has demonstrated program quality and efficiency, and has relieved local administrators of demanding management and program responsibilities. Intensive and honest communication, which can be a continuous problem among twenty-two (22) districts and the CESA office, appears to be a critical element permeating the entire cooperative arrangement.

EXHIBIT 1

July 3, 1973

Mr.
Superintendent
Public Schools
, Wisconsin

Dear Mr.

Enclosed are three copies of your contract for special education services for the 1973-74 school year. Please have them signed by your Board President and Clerk and return them to me for the CESA 6 Board of Control signatures. We will return a signed copy to you for your files.

I am recommending to you that you budget, as an expenditure for the 1973-74 school year, the amount of $11,305.82.

You will receive state handicapped aides in January of 1975 in the amount of $4,873.42.

Please note that these figures do not represent the costs which your district must budget for the employment of the six special education teachers or the costs for operating their programs. I would be very happy to assist you with that phase of your budget if you would so desire.

If I can be of any assistance, please do not hesitate to contact me.

Sincerely,

COOPERATIVE EDUCATIONAL SERVICE AGENCY NO. 6

PERRY A. Smith
Director of Special Education

ps/vc

Enclosures

EXHIBIT 2

CESA 6 CONTRACT FOR SERVICES

SPECIAL EDUCATION

SEIMC SERVICES*** .

1) This agreement, made in duplicate, between the Board of Control of Cooperative Educational Service Agency No. 6, party of the first part, and

_____, School District No. _____

_____, School District No. _____

_____, School District No. _____

party of the second part, provides for the establishe and maintenance of special programs for children with exceptional educational needs in the above named school districts of CESA 6.

2) The Cooperative Educational Service Agency No. 6 Board of Control will serve as an advisory board to the cooperative program. The Nucleus Advisory Committee to the Board of Control, made up of school district administrators, shall counsel with the named Board of Control at the request of either body.

3) The program will be operated for and with the above named school by the Director of Special Education of CESA 6. Separate accounts for each district shall be established for the operation of the program.

*** SEIMC services only.

4) The Special Education Department of Cooperative Educational Service Agency No. 6 shall provide, through the services of the Special Education Professional Service Center:

   A. Inservice and consultation services for each teacher of handicapped pupils.

   B. Consultation to parents of handicapped children.

   C. Assistance to local districts in creating public acceptance of the program.

   D. Development of a Philosophy of Special Education, long range plans and procedures for implementing the philosophy.

   E. Documentation of the unmet needs which exist in serving the handicapped children and the initiation of programming to eliminate such problems.

   F. All services which the Special Education Professional Service Center (SEPSC) develops through involvement in any federally supported programs, as long as this involvement does not cause an increase in the costs of the program.

   G. The services of the special education Instructional Materials Teacher on a monthly basis and the resources of the Special Education Instructional Materials Center.

   H. Any other services agreed upon by the Coordinator of Special Education and the administrators of the cooperating school districts.

5) The annual budget shall be determined by:

   The development of a straight itemized budget, specifically listing the items. (i.e., local cost - state cost - total cost.) (See attached budget.)

6) State aids returned to the district the following year of the operation will be determined by the same formula as listed in item 5.

7) Payment to CESA 6 for the operation of the program shall be made in four installments:

The first payment shall be ¼ of the adopted budget and shall be made by September 1st of the operating year.

The second payment shall be ¼ of the adopted budget and shall be paid by December 1st of the operating year.

The third payment shall be ¼ of the adopted budget and shall be paid by March 1st of the operating year.

The fourth payment shall be the remaining ¼ of the adopted budget and shall be paid by May 1st of the operating year.

8) To achieve certain objectives, the CESA 6 special education service area shall be divided into sub-districts on the following basis:

SUB-DISTRICT A
- Granton
- Greenwood
- Loyal
- Neillsville

SUB-DISTRICT B
- Abbotsford
- Colby

SUB-DISTRICT C
- Owen-Withee
- Thorp

SUB-DISTRICT D
- Cornell
- Gilman
- Holcombe

SUB-DISTRICT E
- Bloomer
- New Auburn

SUB-DISTRICT F
- August
- Fall Creek

SUB-DISTRICT G
- Cadott
- Stanley

SUB-DISTRICT H
- Gilmanton
- Mondovi

SUB-DISTRICT J
- Altoona

SUB-DISTRICT K
- Eleva-Strum
- Osseo-Fairchild

SUB-DISTRICT L
- Chippewa Falls

9) The Advisory Board shall decide on the disbursement of assets and liabilities of the program at the termination of the final contract.

10) This contract agreement shall be for three years and is to be renewed or terminated by the Advisory Committee. Any district desiring to withdraw from this agreement shall give the Advisory Committee notice six months prior to the subsequent renewal date.

11) A copy of this agreement shall be filed with the Clerks of the school boards for the purpose of having all the areas included in said school

districts relieved of the appointment tax for special education provided in State Statute 115.82(3).

12) A new annual budget will be developed each year upon the mutual agreement of each participating administrator and the Director of Special Education of CESA 6.

13) Any additional unknown expenses incurred during the school year will have to be approved by the administrators of the participating school districts and the Director of Special Education of CESA 6.

14) Dated this _____ day of _____ 19 ___.

_____ Chairman, CESA 6 Board of Control	_____ Secretary, CESA 6 Coordinator
_____ President - School Board	_____ Clerk - School Board
_____ President - School Board	_____ Clerk - School Board
_____ President - School Board	_____ Clerk - School Board
_____ President - School Board	_____ Clerk - School Board

Section 10: ESEA I Cooperative Project in CESA 13

The ESEA I cooperative in CESA 13 was first operational during FY 1971. Administrative services were provided through CESA 13, by a part-time director, to the Dodgeland, Hustisford, Markesan, North Fond du Lac and Watertown local school districts. The cooperative effort was based on common interests in these districts in the area of early childhood education, frustration with the extensive project details involved, and relatively small grant awards for local programs. The five (5) districts in FY 1971 received a total of $125,980 which was channeled through the CESA 13 office located in Waupun.

In FY 1972 Berlin and Rosendale joined the cooperative effort and their district allocations brought the financial total to $177,595 during the second year of operation. During FY 1973 Fond du Lac and Lomira also participated and $315,933 in project funds were administered by CESA 13. Horicon has agreed to join the joint effort in FY 1974, resulting in a total of ten (10) local districts of the seventeen (17) within the CESA boundaries.

This 58% participation rate after three (3) years of successful operation, indicates the presence of a reluctance to "think regionally" on the part of some local administrators and school boards. Some of this hesitancy appears to be based on a fear of loss of control, even though a participation commitment is never for more than one year and if such fears were realized a district could return to individual project management the following year.

A second concern is that no one other than local personnel can appreciate local problems and conditions, and that such needs would not be met by a cooperative serving many districts. In reality however, districts are not bound to one particular program, and incoming districts are free to maintain projects and activities which local personnel feel are successful and advantageous to their district.

Watertown for example continued an adapted physical education program for junior and senior high school Title I youth. Fond du Lac has operated project PLAY (Physical Learning Appropriate for Youth) a K-5 summer program using behavior modification, and also operates an extended kindergarten program for children experiencing difficulty in meeting appropriate expectations. These children spend half the day in the regular kindergarten setting, and half in the Title I kindergarten which is a smaller class with special individualized activities.

The majority of the participating Title I districts screen children entering kindergarten with an evaluation instrument designed by the ESEA III early childhood project also administered by CESA 13. If a child makes six (6) or more errors on Level III items of the instrument, or missess all of the items in any one area, he is automatically qualified for Title I services. Teachers and supportive personnel and services are then employed to help the child overcome or alleviate his difficulties by using a diagnostic/presciptive approach which emphasizes communication skills.

Additional Title I activities include a Youth-Tutoring-Youth Program for junior high and senior high students in five (5) districts; a speech program for children who have speech defects and are six months or more behind in academic achievement, in-service education for Title I staff members to help them meet the needs of their students, and a community liaison program in which communication is developed and maintained between the schools and parents in the home to inform them of additional sources of help. The cooperative also provides the services of guidance counselors, psychologists, and social workers to aid in the diagnosis of student needs and to design activities to alleviate problems.

During FY 1973 the cooperative employed the equivalent of fifty (50) full time staff members who filled sixty-three (63) positions ranging from kindergarten teacher to parent coordinator. In addition parent volunteers were utilized, and approximately one hundred (100) students were involved in the Youth-Tutoring-Youth project.

The administrative staff in FY 1973 consisted, of the coop director, part-time bookkeeper, and half-time secretary. The director's duties include all paperwork associated with the project funding including narrative, formal application activities, and budget development and analysis. In addition he is responsible for process and product evaluation; all related administrative duties; local and multi-district inservice programs, local parent advisory council activities, and supervision of all Title I personnel. He also serves

as liaison between the Wisconsin Department of Public Instruction and local districts, negotiates local district proposals with the DPI, and keeps updated and informal regarding changes in program rules, negotiations, guidelines, and reporting requirements.

Entry into the cooperative is initiated by the local district administrator who must request approval from the local district board of education. Formal admittance is dependent upon approval from the local board which is stated and publicized in the official board minutes. A letter from the local administrator to the CESA Title I director formally requesting entry is then submitted. Each district follows this procedure annually even though it has been a coop participant the preceeding year.

Following acceptance into the cooperative the district then transfers all Title I funds allocated by the Department of Public Instruction to the CESA project. Each district however, can elect to have the costs incurred by the project handled in either of two ways:

1. The cooperative will assume all program costs although Title I personnel working within the districts sign local district contracts; or
2. The local district may hire all personnel directly, pay them directly, and then receive reimbursement from the cooperative.

Some staff members prefer the latter arrangement as they feel a loss of district identity when on the CESA payroll while others

prefer the local bi-weekly play periods in some districts compared to the CESA monthly pay period system. Regardless of the process used, Title I funds allocated to a district remain assigned to that district and each program is maintained fiscally on an individual basis. All previously purchased equipment and material also remained assigned, and used, exclusively within individual districts.

Many of the advantages of the cooperagive effort center around the concept and reality of a full-time administrator. He has the authority and expertise to write program applications, to serve as the evaluator, and to negotiate and communicate with the DPI. He is able to keep informed of federal and state activities related to guidelines and regulations and can apply for additional funds, as was done in FY 1972 when the budget was revised downward and application was made, and approval received, for special allocations and hardship funds.

The cooperative also relieves local administrators of duplicated administrative and supervisory responsibilities for Title I and reduces the secretarial and bookkeeping workload in each participating district. The coop also allows greater opportunity for cooperation with other federal projects and the development of more comprehensive plans for program implementation.

Critics suggest that disadvantages of the cooperative effort include local relinguishment of the fiscal management aspects even though legal liability still rests with the district; the assessment of 7-10% of the local funds to support the administrative

staff and functions; and the concern that individual district needs and priorities may be last in a homogeneized regional project.

Factors which, from the CESA perspective, would strengthen and improve the program include:

1. Additional funds for staff in supportive services to improve diagnostic prescriptive procedures and to provide more effective inservice education.
2. Greater authority and control by the CESA director regarding the selection and assignment of personnel and more direct contract of the program operation.
3. Additional consultative services by Department of Public Instruction program personnel.
4. Direct allocation of Title I funds to the CESA rather than to, and through, the local districts, and the acceptance of the coop concept in fiscal management rather than separate financial accounting for each local district allocation.

Table 36 shows the participating districts, enrollments, and district allocations for the FY 1973 CESA 13 Title I Cooperative.

TABLE 36

CESA 13 ESEA I PARTICIPATING DISTRICTS, ENROLLMENTS AND PROJECT ALLOCATIONS DURING FY 1973

DISTRICT	ENROLLMENT, K-12	ALLOCATION
Berlin	1,882	$ 30,223.00
Dodgeland	1,279	28,578.00
Fond du Lac	8,369	125,523.00
Hustisford	439	8,094.00
Lomira	1,062	12,680.00
Markesan	1,306	21,207.00
North Fond du Lac	1,196	11,916.00
Rosendale-Brandon	1,317	27,586.00
Watertown	3,993	60,126.00
TOTAL	20,843	$315,933.00

Source: CESA 13 ESEA I Office.

Section 11: Cooperative Special Education Services in CESA 13

One of the areas first recognized as having great potential for cooperative services in CESA 13 was special education due to the small population base of most school districts and the low enrollments found in most disability areas. When CESA 13 was established in 1965 scattered local districts were operating educable mentally retarded (EMR) classrooms and the County Handicapped Children Education Boards (CHCEBs) in the multi-county area was operating some trainable mentally retarded (TMR) classes, and providing speech therapists to local districts. There were no multiple-handicap (MH) or special learning disability (SLD) classes within the region.

Some resistence to the development of CESA level services and the dissolution of the CHCEB structure was encountered because under the CESA plan the costs of special education services are reflected in the local district budgets whereas under the CHCESB arrangement such costs were shown at the county level. Support for the CESA concept however was provided by recognition that even county units frequently did not have the minimum number of special students needed for program efficiency, and by the attitude of many educators, citizens and county boards of supervisor members that the counties were not in the education business and educational agencies were better qualified to operate such programs.

Dodge county continued to operate a CHCEB program involving six (6) classrooms and a half-time director until 1969, but at that time

joined the CESA system also. CESA 13 currently provides special education services to all of Dodge and Fond du Lac counties (except the city of Fond du Lac) and to the parts of Green Lake, Marquette, and Jefferson counties which be within the agency's boundaries. All districts in CESA 13 participate at the present time except Fond du Lac, Campbellsport, and Berlin.

During the 1973-74 school year the agency will operate two special learning disability classes for the first-time; four classes for the multiple-handicapped, six classes for the trainable mentally retarded, and nine classes for the educable mentally retarded. These classes will serve approximately twenty (20) SLD students, twenty-four (24) M-H, fifty-four (54) TMR and one hundred and eight (108) EMR, for a total of two hundred six (206) children. In addition the agency supervises four additional TMR classes and eighteen EMR classes with a total enrollment of two hundred fifty two (252) additional pupils.

Table 37 summarizes the 1973-74 projections for the total of four hundred fifty-eight (458) pupils in forty-three classes drawn from seventeen (17) districts.

The basic difference between CESA operated classes and CESA supervised classes is that in the former CESA administers all funds and hires the teachers, while in the latter these functions are performed by local districts and CESA serves in a coordinative, in-service, resource, and supervisory role to local teachers and administrators.

TABLE 37

CESA 13 OPERATED AND SUPERVISED SPECIAL EDUCATION CLASSES
1973-74

Disability Area	Class Units	Enrollment
Special Learning Disabilities	2	20
Multiple-Handicapped	4	24
Trainable Mentally Retarded	6	54
Educable Mentally Retarded	9	108
Total	21	206
Supervised Classes		
Trainable Mentally Retarded	4	36
Educable Mentally Retarded	18	216
Total	22	252
GRAND TOTAL	43	458

SOURCE: CESA 13 Special Education Office.

In addition to the major handicapping disabilities indicated, the agency also provides speech therapist services to thirteen (13) districts in CESA 13.

Transportation for special students can also be contracted for through the CESA and in 1972-73 the agency operated eight bus routes which resulted in 206,961 miles traveled.

Also available are the services of the Special Education Instructional Materials Center (SEIMC), jointly operated by CESA's 8 and 13, which make new and innovative materials and ideas available to teachers and pupils in the special program areas.

A total of forty-two staff members are employed by CESA 13 including nine (9) EMR teachers, six (6) TMR teachers, four (4) M-H teachers, six (6) aides, eight (8) speech therapists, six (6) bus drivers, one (1) supervisor/psychologist, one (1) secretary, and the program director.

Gross special education operational costs for 1973-74 are estimated at $471,199.36 with $262,498.77 of this amount, or 55%, anticipated to be received from state aids, and $208,700.59, or 45%, received from local districts and special federal projects.

Total administrative costs for 1973-74 are estimated at $30,871.62, or 6% of all program resources. Fifty percent of this cost is related to the administration and supervision of CESA 13 classes and speech therapy activities and personnel, with $3000 budgeted for speech therapy, $945 per classroom for administration and supervision, and $582 per classroom for services of the supervisor/psychologist. The remaining 50%, or $15,435.81 is allocated for the administration and supervision of class operated by local districts, and is paid by the districts based on student enrollments in the special classes.

Table 38 shows the special services by disability area, to be provided to local districts in CESA 13 during the 1973-74 school year.

TABLE 38

SCHOOL DISTRICT	1972-73 K-12 ENROLL.	EMR	TMR	M-H	SLD	DIRECTOR	TRANSP.	SPEECH	SEIMC
Beaver Dam	3,660		X	X		X	X		X
Berlin	1,882							X	X
Campbellsport	1,684						X		
Dodgeland	1,279	X	X	X		X		X	X
Fond du Lac	8,369		X	X			X		X
Green Lake	502	X				X	X	X	X
Horicon	1,237	X	X			X	X	X	X
Hustisford	439	X				X		X	X
Lomira	1,062	X	X	X	X	X	X	X	X
Markesan	1,306	X			X	X			X
Mayville	1,577	X	X	X		X	X		X
North Fond du Lac	1,196	X			X	X	X	X	X
Oakfield	927	X	X	X	X	X	X	X	X
Ripon	2,178	X			X	X	X		X
Rosendale-Brandon	1,317	X	X	X	X	X	X	X	X
Watertown	3,993					X			X
Waupun	3,265		X	X		X	X	X	X
TOTALS	35,873	11	9	8	6	14	12	10	16

SOURCE: CESA 13 Special Education Office.

As with the ESEA I cooperative, many of the advantages of the special education program are associated with the presence of a full-time directir/administrator. The directors duties in CESA 13 include developing, organizing, and coordinating all special education programs; meeting with pupil personnel staff, principals, teachers and parents to identify students to be served and to make necessary recommendations; and making final student placement decisions in the program in conjunction with local district personnel. In addition he assists local administrators in coordinating special education with the regular program and by recommending programs, services, facilities, equipment, and transportation to provide an efficient and effective program.

The director also makes recommendations to local personnel regarding programs for children with visual or hearing impairments, special learning disabilities, or emotionally problems, and works closely with the special education supervisor in areas related to staff evaluation and in-service education activities.

Financial administration of the program is a primary responsibility including levels and kinds of services desired by districts, budget development, proration of appropriate costs, and reporting to state and federal agencies.

The director reports directly to the CESA coordinator and through him to the Board of Control but also must maintain frequent and effective communication with staff members, parents, local administrators, and DPI personnel.

Four major advantages have resulted from the cooperative approach to special programs:

1. A more extensive program can be provided because of the broader financial and pupil enrollment base which exists at the CESA level.
2. Special personnel and programs can be provided at a lower cost then on an individual district basis because of full utilization of staff members in their areas of specialization and coordinated facilities and transportation systems.
3. Programs are of a higher quality because of the closer grouping of ages and disabilities made possible by the larger pupil enrollment.
4. Increased efficiency and effectiveness are made possible by the presence of a full-time administrator who has specialized training in the area of education of handicapped children.

The one disadvantage attributed to the program is that children must sometimes be transported farther to multi-district enrollment classes than if classes were provided in the district of residency.

In summary, the special education program operated by CESA 13 is a successful voluntary effort which has resulted in the provision of improved services to more children over a larger geographic area, at a cost which local districts could not duplicate on an individual basis.

Section 12: Summary Analysis of CESA Cooperative Services

After eight years of existence the CESAs have demonstrated to a reasonable degree their value to the public educational system in Wisconsin. While many imperfections are evident, and significant discrepancies exist among the service performances and capabilities of the nineteen regional units, it is difficult to envision a return to the former county units, or to affective and efficient local district functioning without the supportive assistance of intermediate service agencies.

A realistic evaluation, however must note the following constraints and/or weaknesses of the CESA system:

1. State level funding, now aththe $34,000 level annually for each agency, does not demonstrate a commitment to the concept that the agencies should be leadership units, or initiators or innovators of educational improvement. Were it not for the professional competencies of the Coordinators and the positive attitudes held by local boards of education and administrators the CESAs could be virtually isolated from local public education.
2. The lack of taxation authority, although a popular characteristic of the CESAs, is a functional constraint which is imposed on few other state organizations having the geographic characteristics and performance expectations which the CESAs possess.

3. The voluntary, annual development of CESA programs and services makes longer range planning and program development a very difficult task because no assurance exists as to what the demands or desires of local districts may be in two years, five years, or ten years. Few CESA employees can depend upon employment security for more than one year at a time, unless they are funded by state aid funds, or multi-year federal projects which allocate funds directly to the CESAs, not through local districts as ESEA I does.
4. The school district reorganization function of the CESAs is, in many respects, in conflict with the voluntary services concept and can create political problems which may affect the primary purpose of the agencies. Fortunately the era of extensive school district consolidation is past and fewer confrontations now occur in this volatile and emotional area.

Looking to the future, there appear to be several areas of potential expansion of the cooperative project concept which has been exemplified by ESEA I and special education activities and programs.

Only about 138,000 or 56% of the current 295,000 high school students in Wisconsin are enrolled in districts offering comprehensive vocational education programs. The remaining 157,000 students, or 54%, unserved by comprehensive vocational programs are primarily found in the rural, low enrollment districts. Many CESAs are already serving well with cooperative projects and programs. In some agencies, such as

CESA 6, vocational education coordinators are employed to work with districts organized into clusters for vocational program planning and implementation purposes. While the low enrollment, high cost, and physical distance factors do not lend themselves to rapid and complete solutions, the CESAs would appear to be logical participants in the efforts that will need to be made to resolve the current situation.

During July 1973 the Wisconsin legislature enacted legislation establishing a state funded special educational needs (SEN) program. The program is intended to meet the special needs of "pupils who have or are likely to have low levels of academic achievement especially in relation to social and economic factors", and "Priority shall be given to programs for preschool and primary elementary grade children."

Although funded at only the $6,000,000 level for the 1973-75 biennium the program has great potential, as does the possible role of the CESAs in working with local districts in identifying eligible children, writing proposals, administering funds, implementing programs, and performing numerous, related services which, as in Title I, might be inefficient and/or ineffective on an individual district basis. Unlike ESEA I, however, the SEN funds could be directly allocated to the CESAs if proposals from the agencies were selected by the State Superintendent.

Instructional television offers another area of CESA involvement at the present time. ITU facilities are operational in Green Bay, Milwaukee, and Madison and are being constructed and in the process of

becoming operational in La Crosse and Wausau. In these latter two multi-CESA regions there is work to be done in coordinating in-school receiving systems, materials availability and utilization, user-fee arrangements, and staff in-service education programs to maximize the benefits of the new educational technology now reaching into rural areas of the state.

The current interest in pre-school/early childhood education suggests a role for the agencies in providing diagnostic and evaluative personnel and materials on a multi-district basis to identify children with physical, mental, or emotional conditions which would impede success in the school program if not treated. CESA 13, utilizing ESEA III funds, has developed a model pupil screening program which has been successful in that agency and has been selected for national recognition under the ESEA III dissemination program.

As of this writing significant new special education legislation appears likely to be enacted by the Wisconsin legislature which would require all local districts to screen all children for handicapping conditions and to develop plans and programs to meet a wide variety of special needs. The advantages of cooperative CESA level efforts described in the preceeding CESA 6 and 13 case studies suggest an expanded role for the agencies in assisting local districts to comply with the law and to effectively utilize the state funds which would be available to support the special programs, personnel, and services.

These examples suggest no lack of potential growth areas for the agencies and based on their progress since 1965 it seems probable,

in spite of the constraints and deficiencies of the CESA system, that they will increase their value to the public educational system in Wisconsin in future years.